















# THE NEW STATE OF ISRAEL



PIONEERS IN CANAAN

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# THE NEW STATE OF ISRAEL

by  
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G. DE G.

30 March





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## *Introduction*

**M**ANY books have been published about Israel and the Jewish National Home. Some are for it, some against it; nearly all are spirited, or even passionate in praise or denunciation. Most of them have as a theme some particular aspect. What is the truth about the country to which, in spite of all opposition, over a million Jews have moved in a few years, and will the State of Israel last?

So far it has not been very easy to ascertain. War with the Arabs followed immediately upon the State's creation on 14th May, 1948, and war conditions continued on and off for some fourteen months. The next eighteen months were a time for recovery and too soon to judge how the State was shaping. By the third year of its existence, in the summer of 1951, many decisions had been taken by the Government, basic laws had been passed by its Parliament and its form was becoming clear.

Having lived for many years in the Arab Middle East, I considered that it would be of most unusual interest to me to see the new Israel, the land that hitherto I had known only as part of Palestine, that had been the subject of many bitter arguments, the scene of so much fighting. Now that the new State existed, my object in visiting it was to record all that I could about it, as accurately as possible, in a factual way, avoiding controversial politics of the past and that aftermath of the war, the Arab refugee problem.

No sooner had I landed than I began to see about me indications of another struggle in being. The contest there now is not with the Arabs, but against Nature and hazardous economic conditions. The difficulties with which the Israelis are faced are in one way self-imposed, and the Jews may be criticized for some of their past actions, but that does not reduce the interest that their present fight arouses at close quarters. Most spectators near to such a scene, whatever their political views, will, I think, find that applause is wrung from them.

In the last four years the population has been doubled by immigration. No limit was set, for the country was deliberately laid open to all Jews from all over the world. Full immigration is a principle by which the greatest store is set, one which

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under economic stress may be modified by temporary regulations, but will not be annulled, however exacting the result. Accordingly, idealistic youths, penniless refugees, prosperous men and women with a spiritual urge, flock into the country, most of them aware that at the best only a life of self-denial and hard work will be their lot and at the worst there will be defeat for all. Israel is a great camp of forthright pioneers.

The country is very small, and over half of it is desert. Its known resources are limited. Its food is insufficient for its inhabitants. The need for capital is great and not nearly enough has been available for the Israel purposes. There is no true backing for the currency. It is physically nearly impossible to build enough houses or shelters for the annual influx of immigrants before the following winter overtakes them. In such circumstances a stranger will ask, "How is it possible for the State to continue without expansion?" I believe that the material in this book goes to show that it is feasible.

The land and its resources are to be scientifically exploited to the utmost extent possible. Israel has recently secured financial help from foreign governments. Foreign capital for investment in industrial enterprises is invited on favourable terms. Other factors aid the task of development. The barren hillsides will support forests. Most of the desert is potentially fertile, and water has been found in quantity that seems nearly sufficient. Over 38% of the population is under nineteen years of age, and youth is adaptable. Considering the general situation in which the inhabitants are living there is little discontent. Wealth is evenly distributed and the standard of social security and welfare is higher than in neighbouring countries. Intellectual and cultural activity is great, and fully occupies the short leisure hours of the workers; and the missionary zeal of the people is strong. Thus the whole tendency of thought is inward rather than outwards. Pride is the sin rather than envy. I never heard one word of envy, except for the great oil royalties of one of the smaller Persian Gulf sheikhdoms. "How very unfair," said a leading Israeli to me—and even then it was I who had initiated the conversation that unwittingly brought us to that subject.

Israel is planning at present for the development and defence of what she has. It would be unwise to risk all that she has achieved for the sake of the neighbouring valleys of Lebanon and Syria or the gullies and downs of Jordan, when she has undeveloped land that can be equally or more fertile under her hand; and to shirk labour is not a Jewish characteristic.

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Complete failure is unthinkable. For where would all the Jewish inhabitants go, and how? At the worst the outer world would be obliged to aid them or settle them elsewhere. So the State will, I believe, continue, in spite of all its present troubles, an unequalled example, unless it be by the early days of the settlers in America, of the ability of man to overcome the seemingly impossible in colonization.

It is extraordinary how little attention the experiment has been paid by the world at large. Apart from the main undertaking—which is the settlement of the immigrants—Israel's modern political system, the prominence given to science and scientific institutions, the simultaneous acceptance of both communistic and ultra-religious practice within the Republic, together with that most remarkable development, the General Federation of Labour, known as Histadruth, make it of interest and significance. The neglect of it hitherto I find especially strange, for Israel lies across the exposed flank of the Suez Canal, probably the most important waterway in world strategy, and its industrial area and port of Haifa form a valuable base in case of war. Whatever was thought of Israel's merits as a conception, it is now in being; it has the quality of a great historical movement, is in an area of strategic importance to the Western world and has noteworthy novelties among its institutions.

It is not easy to gauge the more distant future. The finding of oil or the discovery by Israel scientists of some new and valuable asset may radically change the present grim financial scene. It is safe to assume that nothing will be left undone by her leaders in the attempt to make the State viable, nearly impossible as that must at times seem to be, and that the high standard of intellectual attainment by her people as a whole will in many things make for quick progress. The number of the population—there is only an uncertain estimate of new immigrants to go on, and consequently an unsure calculation of the rate of natural increase—will reach a point before the twenty-first century when the present desert areas will have been developed to their limits and fully charged with men. By then, if a full programme of afforestation is operated in the next few years, forestry and the trades connected with it will have absorbed many of the surplus population; but, even so, the time must come when the land is over-charged.

With further industrialization Israel could take an almost indefinite number. Moreover, she will be able to export from Eilat, in the Gulf of Akaba, to the East without paying the heavy dues for passage of the Suez Canal, and she should

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therefore be able to furnish goods to the East, on the Western model, at a much cheaper rate than the West. Maybe she could become the seat of an industrial area, an assembly point and an entrepôt of importance. If she cannot at that time establish a large export trade, expansion may be the only alternative open to her. It must depend on whether there are markets available to her, and in the East the future is uncertain. The wisest and most imaginative diplomatists in Constantinople in 1914-18, as the United States Chargé d'Affaires at the time has recently reminded me, did not foresee the shape of the Middle East today, or anything like it. Today, rapidly advancing science adds mystery to the future and makes it even more difficult to see forty years ahead.

It is, however, clear that anyone attempting to chart the coming years in the Middle East must list as factors, first, that Israel is in many ways, and will seem to many Orientals to be, an outpost of the Western world, of Western thought and realism, of industrialized and scientifically ordered society; and secondly, that the character of the Jews in Israel is changing, and will probably continue to do so. New conditions of life are already giving Israelis a different character, and even a different appearance. The stalwarts, male and female, in the fields of Israel, descendants of the first pioneers, are quite unlike the Jews in Western fiction. Our former concepts will soon be out of date and old assessments found to be mistaken in the case of the Jews of Israel.

## HISTORICAL SUMMARY

Any summary of recent events leading to the rise of the State must begin with the final military collapse of the Ottoman Turks in 1918.

The mandatory governing of Palestine by the British from 1922 onwards, following the conference of San Remo in 1920, was a consequence of the capture of Palestine and Syria by General Lord Allenby in 1917.

During the 1914-18 Great War the British Government had encouraged both the Jews and Arabs to take the part of the Allies and had negotiated in writing with their leaders. The most often quoted documents in the later controversies are the Balfour letter or declaration to the Jews by the British Government of 2nd November, 1917, and the MacMahon letters, or correspondence between the British representative in Egypt and the Sherif Hussain, Emir of Mecca. The Arabs had in consequence staged a revolt that took the form of warfare in the Arabian peninsula and on the flank of Allenby's advance



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into the Levant from Egypt, while the Jews played a considerable if less spectacular role, having already enlisted individually in the Allied forces, furnished a Jewish contingent to the British Army and given of the harvest of their intellect to the war effort in general.

The Ottoman Empire had long been ailing and had already lost as subjects the Greeks, the Albanians and the Bulgars. The Arab revolt was the belated climax of a long process of Turkish dismemberment and of a secret Arab movement that had begun to take shape in the Levant in the mid-nineteenth century.

On the other hand, the modern movement for the return of the Jews to Palestine, although built on an age-old conception, had only been given life as a practical issue by Theodor Herzl in 1895, soon after the well-known Dreyfus trial in France. It had been developed publicly in 1897 at the first World Zionist Congress, held in Basle, at which it was agreed that the aim of Zionism was to create for the Jewish people a home in Palestine secured by public law. The Balfour letter, twenty years later, affirmed that the British Government viewed with favour "the establishment in Palestine of a national home for the Jewish people and that they would use their best endeavours to facilitate the achievement of this object".

The negotiations with the Jews had taken place largely through Dr. Chaim Weizmann, the distinguished chemist and scientist, then President of the English Zionist Federation and one of the most active and prominent members of the Zionist movement. Soon after the war Dr. Weizmann, with added authority from the Zionists, paid a successful visit to the United States in order to secure Jewish support on the scale requisite for the Palestine home.

The British Government had made a proviso in the Balfour Declaration that "nothing shall be done which may prejudice the civil and religious rights of existing non-Jewish communities in Palestine, or the rights and political status enjoyed by Jews in any other country", and in March 1919 the Zionists therefore sought and secured the benevolence of the Emir Faisal of Mecca, late leader in the field of the Arab revolt. In a letter of that time addressed to Mr. Justice Frankfurter, a member of the American Zionist Executive then in Paris, the Emir wrote, "I look forward and my people with me look forward to a future in which we will help you and you will help us, so that the countries in which we are mutually interested may once again take their place in the community of civilized peoples of the world".

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The Emir, in a provisional agreement made in direct negotiation with Dr. Weizmann, agreed "to support all the measures adopted to afford the fullest guarantees for carrying into effect the Balfour Declaration" and to the immigration of Jews into Palestine on a large scale. He had, however, added to the draft agreement a proviso that it stood only if the Arabs were established as he had asked in a manifesto, signed on 4th January, 1919, and addressed by him to the British Secretary of State for Foreign Affairs. Because great changes were made in his proposals, the agreement with Dr. Weizmann never became valid.

In spite of that setback, the British mandatory regime might still have been converted into a satisfactory form of permanent government under British ægis had it not been that the speed and volume of immigration envisaged by everyone concerned, including the Zionists, were entirely altered by the large numbers forced out of Germany and Central Europe through Nazi German policy and by the increasing fear of a second World War from the late twenties onwards. Further, the paid appointment of an entirely unsuitable individual by the British administration as Mufti of Jerusalem, and support for him as head of the Supreme Muslim Council, was an administrative error that contributed to British misfortunes later.

The following chronological table summarizes outstanding events under the mandatory regime from the turning point in 1928 onwards until its end.

- 1928 Sir John Chancellor succeeds Field-Marshal Lord Plumer as High Commissioner. Dispute over *status quo* at the Wailing Wall in Jerusalem.
- 1929 Zionists and non-Zionists agree to set up a Jewish Agency for Palestine. Widespread anti-Jewish riots. The Shaw Commission of Enquiry.
- 1930 Sir John Hope Simpson appointed to enquire into the problems of immigration, land settlement and development. Passfield White Paper (CMD. 3692).
- 1931 Muslim Congress in Jerusalem. General Sir Arthur Wauchop succeeds as High Commissioner.
- 1933 Nazi persecution of Jews in Germany causes increased immigration into Palestine. Arab general strike and anti-Jewish riots.
- 1936 Arab parties demand cessation of Jewish immigration. British Parliament rejects the Arab demand.

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- Anti-Jewish riots develop into an Arab rebellion. Arrival of a Royal Commission headed by Lord Peel.
- 1937 Royal Commission Report (CMD. 5479). Report rejected by Arabs, and Arab violence intensified. Arab Higher Committee declared illegal and the Mufti of Jerusalem flees to the Lebanon. Five Arab political leaders exiled.
- 1938 Sir Harold MacMichael succeeds as High Commissioner. Palestine is placed under military administration in consequence of continued Arab rioting. Palestine Partition Commission under chairmanship of Sir John Woodhead investigates conditions and issues report (CMD. 5854). Conference in London convened to find an agreed solution on future policy and immigration. Statement of policy (CMD. 5893).
- 1939 British proposals at London conference are rejected by both Arabs and Jews. White Paper (CMD. 6019) issued, reducing Jewish immigration to 75,000 persons over a period of five years. High Commissioner empowered to regulate and prohibit transfer of land. On eve of outbreak of war Jewish authorities appeal for unanimous support of Great Britain.
- 1940 In November Government announces policy of deportation of unauthorized immigrants, resulting in a number of serious incidents on and off the Palestine coast.
- 1941 The Mufti of Jerusalem, who had been welcomed in Iraq, flees to Rome and Berlin via Persia after the abortive Rashid Ali revolt.
- 1943 Chairman of Jewish Agency announces his inability to work with Palestine Government.
- 1944 General the Lord Gort, V.C., succeeds as High Commissioner. Acts of violence by Jewish extremists.
- 1945 Lieut.-General Sir Alan Cunningham succeeds as High Commissioner. Renewed violence by Jewish extremists. Arab boycott of Jewish goods. President Truman advocates immediate admission of 100,000 immigrants. Unauthorized immigration continues.
- 1946 Anglo-American Committee of Enquiry recommends immediate authorization of 100,000 immigrants. General strike of Arabs as protest. In-

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tensification of Arab boycott of Jewish goods. Jewish Agency in Jerusalem occupied by British troops. Zionist leaders interned by British. Part of King David Hotel with Government offices blown up. Inner Zionist Council demands establishment of a Jewish State and denounces terrorists.

Widespread Jewish sabotage in Palestine. Zionist Congress at Basle demands establishment of a Jewish State.

- 1947 Conference in London of Government officials and with representatives of Jewish Agency and of Arab Higher Committee separately. British Government submits to the London Conference Bevin plan providing for British Trusteeship for a period of five years and limiting Jewish immigration to 15,000 yearly. Upon rejection of this plan by both Jews and Arabs, the British Government declares the mandatory system to be unworkable and submits the matter to the United Nations Organization.

On 29th November the General Assembly passes a plan for the partition of Palestine into an Arab State, a Jewish State and the international city of Jerusalem.

The United Nations Committee on Palestine had recommended a two-year transition period in which 150,000 Jews would be admitted into the Jewish area. At the Assembly in September 1947 it is announced that the Jewish Agency accepts the basic principles of the Committee's report, but the Arab spokesmen reject the schemes and threaten bloodshed.

Britain agrees to end the Mandate on 15th May, 1948, and states that rather than approve a plan that does not have Jewish and Arab support she will withdraw from Palestine.

- 1948 Various plans are put forward to a Special Session of the General Assembly held in April, but it becomes apparent that the debate at Lake Success is lagging behind events in Palestine. Arab uniformed soldiers and irregulars have begun infiltrating into Palestine, and terrorism and bitter encounters are constant. A spontaneous partition is taking place while British rule is coming to an end and being replaced in the two areas by Jewish and Arab authority.

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From the beginning of March hostilities become intense and widespread, fighting for the Jerusalem-Tel Aviv road being particularly severe. In the first week in May an advance party of the United Nations Palestine Commission reaches Jerusalem and makes plans to work out the transfer of the administration, but in the absence of authority is unable to be effective. A Consular Committee unsuccessfully endeavours to make a last-minute truce between the Arabs and Jews.

The British High Commissioner leaves Jerusalem on the morning of 14th May.

On Friday evening—the same day—a National Council of the Jews assembled in Tel Aviv, “representing the Jewish people in Palestine and the World Zionist Movement . . . by virtue of the natural and historic right of the Jewish people and the resolution of the General Assembly of the United Nations”, proclaimed “the establishment of the Jewish State in Palestine, to be called Medīnath Israel (the State of Israel)” and declared that the State of Israel would be open to the immigration of Jews from all the countries of the world. On the same day the U.S.A. extended *de jure* recognition and the U.S.S.R. granted *de facto* recognition to Israel. On the following day Dr. Chaim Weizmann was elected President of a Provisional Council of State.

Meanwhile seven Arab States were arrayed against Israel, and the trained regular armies of those near at hand began their invasion. The hitherto half-underground Jewish force known as Haganah had to go into action as a field force without training in staff work and manœuvre, but nevertheless succeeded in holding its own until a first truce was arranged by order of the Security Council, after twenty-six days of fighting, on 11th June. The truce had been entered into for a duration of four weeks, and two days before it ended, Count Bernadotte, who had been appointed as Mediator and Chief Observer of the United Nations Organization, proposed an extension, which the Arabs rejected.

Hostilities were therefore resumed on 9th July, and lasted for ten days, when a second truce was patched up, only to be constantly broken throughout the autumn and until 7th January, 1949.

The State of Israel had, in spite of the war, continued its formation. On 17th August it established its own currency, and other measures, based on long-formed plans, were put into execution.

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On 17th September Count Bernadotte was assassinated in Jerusalem by Jewish terrorists, and the fighting, which had died down, was shortly afterwards renewed in the south, which Count Bernadotte had planned should be excluded from the Jewish State. By the time the matter came to be discussed by the General Assembly of the United Nations in Paris in the middle of November his proposal had already been undermined by direct Jewish military action.

On 18th November Israel welcomed the armistice resolution of the United Nations Organization, but on 22nd December there was renewed fighting in the Negev after the Egyptian Government had withdrawn its consent to negotiate, and Israel columns pushed forward into Egyptian territory until stopped by warning of possible British military intervention.

Following the Jewish action in Sinai and the Security Council order to cease fire on 7th January, 1949, the Egyptian Government agreed to negotiate at Rhodes under the Chairmanship of the U.N.O. acting Mediator, Dr. R. Bunche. Jordan and the Lebanon followed suit, signing armistice agreements in March and April. In May Israel was admitted as a member of the United Nations.

The last of the neighbouring Arab countries to sign an armistice agreement was Syria, whose representatives signed on 20th July.

Elections for a constituent assembly had meanwhile been held in Israel and a few days later, on 29th January, Great Britain gave *de facto* recognition to her. On 17th February Dr. Chaim Weizmann was elected first President of the country.

On 27th April of the following year Great Britain gave *de jure* recognition to Israel, the envoys of the two countries having already been given ministerial rank as from 13th May, 1949. It was just over a hundred years earlier that Palestine Jewish settlements and a possible home there for Jews had first been discussed between Sir Moses Montefiore and Lord Palmerston, then Prime Minister of England, fifty years since the First World Zionist Congress and thirty years since the issue of the Balfour Declaration.

## CHAPTER ONE

### *Area, Geography, Population Characteristics : Immigration Policy and Problems*

THE small country of Israel, the land bridge connecting Europe, Asia and Africa, possessing ports on both the Asiatic and Western seas, on the exposed flank of the Suez Canal is strategically of the first importance.

It is so small—20,850 square kilometres, or approximately 8,050 square miles—that when one flies over it in an aircraft at, say, 20,000 feet, nearly the whole country can be seen. Its background is the nearer lip of the deepest rift in the earth's surface, the Jordan Valley, with its continuation, the Dead Sea, a landscape without large enough features to be called majestic. The low mountains, bare and inornate, lack the grandeur of the great ranges of Europe or America, the repetitive design of the sierras of Spain or the delicate appeal of, say, the Tuscan hills. Southward to Gaza the Judæan range flattens out into a great desert plain, only recently and partly cultivated, to end in the sand sea of Sinai and the dunes on the Mediterranean shore. Farther east they end in precipices that fall to the Dead Sea, to the land of Sodom and the Wadi Araba, an eerie, unpopulated terrain. Westward in mid-Israel the plain between the mountains and the sea is narrow and thickly cultivated, with many new settlements and young plantations. In the north, more shapely and greener valleys, on the Syrian and Lebanese borders, suggest a longer-established husbandry and make a happier scene.

This small land already contains a million and a half Jews, and more come by every ship and aeroplane. Half the land is undeveloped desert, and there is still room for many more Jews. The problem is the housing and feeding of the people and the finding of money with which to develop the land to take so great a number.

The Jewish population increased from 650,000 in 1948 to 1,014,000 in January 1949, to 1,203,000 in January 1951 and 1,260,000 in March 1951; it is still rising rapidly. In the present total population the number of wage-earners is estimated to be 438,000.

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The non-Jews in the State—more detailed figures are given later in this chapter—number 170,000, a more or less static total; this number is made up of Muslims 70%, Christians 21%, Druzes 9%, and the proportion of non-Jews to Jews of course decreases as the Jewish population increases.

Geographically, Israel divides itself naturally into four areas—first, Galilee in the north; secondly, the western or coastal plain; next the hill area in the middle and east, and lastly, the southern steppes or Negev, itself half the area of the whole and until recently a desert.

Galilee itself is divided into three areas. Upper Galilee is a mountainous district having the town of Safed as its centre, with hills and reclaimed swamp-land in a finger of territory bordered by the Lebanon and by Syria to the north and east. Lower Galilee, with its centre at Nazareth, is an area of many olive-groves. Western Galilee, with its centre at Acre, is a tobacco-growing centre, stretching from Haifa Bay and the sea-coast near the Lebanon frontier to the hills of Upper Galilee.

Included in the Galilee area are three valleys: that of Zevulun, with its centre at Haifa, that of Jezreel, with its centre at Affula or plain of Esdraelon, a former swamp-land now the main agricultural centre of Israel, and thirdly the Beisan Valley, south of Lake Tiberias, a subtropical land, with its centre at Tiberias, notable for banana-growing and for sweet-water fishing.

The coastal plain comprises northern Sharon, with its centre at Hadera, an area of vine-growing, of citrus plantations and agriculture in general; the Emek Hefer district with its centre at Nathanya, mostly reclaimed swamp-land; the Sharon Valley, with its centres at Tel Aviv-Jaffa and Petah-Tikvah, an area of industry, of citrus plantations and small private firms and holdings; and, lastly, Shephelah, with its centres at Rehovoth, Migdal-Gad, Ramleh and Lydda (Lud), the main citrus-growing district of Israel.

The eastern or hill area includes the hills of Ephraim and Samaria, with its centre at Zikhron-Yaacov, a land of vineyards, and the Judæan hills, with centres at Jerusalem and Beit-Jubrin, mostly hill country.

Lastly there is the large Negev or steppe land of the south, with centres at Beersheba and at Eilat, the port on the Gulf of Akaba, in which cultivation has only recently begun.

The cities of Israel with over 100,000 inhabitants are Tel Aviv-Jaffa, Haifa and Jerusalem. Of these, Tel Aviv-Jaffa, with over 300,000 inhabitants, is the largest of the three.



## • AREA, GEOGRAPHY, POPULATION CHARACTERISTICS

such signs as the wide absence of any memory of tribal descent and the delight of the peasantry in a *maqam* or high place as a scene for visitations, appear to indicate a continuity of communal thought and an origin of settlement in Palestine from long before the advent of the Christianity and Muhammadanism which they now profess.

Furthermore, the semi-nomadism and the traditional spring-time camping which has persisted until this decade in the populations of neighbouring Asian countries are absent, and the general characteristics are those of a fully settled peasantry.

The Druzes, whose villages in Israel are mostly north-east of Haifa, towards the Lebanon frontier, are of a more clearly defined stock, but also of unknown origin. Now Arabic-speaking, but having a religion of their own, they in no way resemble the Semite Arabian, either in appearance or character. The majority are white-skinned, often green- or light-eyed, strongly and well built, with a more vigorous address than the Arab, notably humorous and markedly courageous. Their chief centres in Israel are at Abu Sinan, Julis, Yarka, Pekiin, north-east of Haifa, and Isfiya, on Mount Carmel, but the main block of the Druze people inhabit the Jebel Druze, the slopes of Mount Hermon in Syria, and the Lebanon mountain, from which last centre those in Syria migrated in the middle of the nineteenth century. The Druzes appreciate military service for its own sake, and a number of them are serving in the Israel, Syrian, Jordan and Lebanese forces.

## IMMIGRATION POLICY AND PROBLEMS

In the view of its people, at the foundation of the State, immigration to Israel was the essence of its being. In the Declaration of Independence issued on 14th May, 1948, it was announced that "the State of Israel will be open to the immigration of Jews from all countries of their dispersal", and by the Law of the Return, passed on 5th July, 1950, it was agreed that "every Jew has the right to immigrate to Israel". Speaking in the Knesseth or Israel Parliament on 26th April, 1949, the Prime Minister, David Ben-Gurion, said, "It was for this (mass immigration) that the State was established, and it is by virtue of this alone that it will stand". An extraordinary state of affairs was reached as a result of that policy. In the thirty-one and a half months from then until 1st January, 1951, 26,000 more Jewish immigrants entered the country than had come into the country in all the preceding thirty years. It was not until November 1951 that a brake was put on the pace of immigration by the announcement that priority

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would be given to skilled workers—i.e. among the applicants who sought to be brought to Israel free of cost to themselves.

JEWISH POPULATION, 1918	JEWISH IMMIGRATION, 1919, TO 15TH MAY, 1948	JEWISH POPULATION ON 16TH MAY, 1948	JEWISH IMMIGRATION FROM 16TH MAY, 1948, TO 1ST JAN., 1951
56,000	484,000	655,000	510,034

### *Origins of Immigrants*

(a) 1919 to 1948

#### EUROPE

Poland	36.7%
Russia, including Lithuania and Latvia	11.3%
Rumania	8.8%
Hungary, Austria, Czechoslovakia	6.6%
Germany	12.3%
	<hr/>
MIDDLE EAST, INCLUDING EGYPT, YEMEN, TURKEY	79.6%
NORTH AFRICA	8.7%
NOT CLASSIFIED	6.3%
	<hr/>
	100.0%

(b) For the period 15th May, 1948, to 31st December, 1949  
(Figures based on countries of birth of the immigrants)

#### EUROPE

Poland	22.3%
Bulgaria	10.3%
Rumania	9.2%
Czechoslovakia	5.5%
Hungary	3.0%
Germany	2.0%
Yugoslavia	1.9%
U.S.S.R.	1.3%
France	0.6%
Austria	0.6%
Other countries in Europe	1.6%
	<hr/>
	58.3%

#### ASIA

Yemen	10.4%
Turkey	9.0%
Iran	0.5%
Iraq	0.5%
Other countries in Asia	1.9%
	<hr/>
	22.3%

## AREA, GEOGRAPHY, POPULATION CHARACTERISTICS

### AFRICA

Morocco, Algiers, Tunisia	7.3%
Libya	4.4%
Egypt	2.1%
Other countries in Africa	0.1%
	<hr/> 13.9%
AMERICA	0.5%
NOT CLASSIFIED	5.0%
	<hr/> 100.0%

(c) For the period 1st January, 1950, to 31st December, 1950  
(Figures based on last countries in which immigrants resided)

### EUROPE

Rumania	27.7%
Poland	14.7%
Hungary	1.3%
Germany	0.8%
France	0.8%
Bulgaria	0.6%
Other countries in Europe	2.1%
	<hr/> 48.0%

### ASIA

Iraq	18.6%
Iran	7.0%
Yemen	5.4%
Turkey	1.3%
Other countries in Asia	2.0%
	<hr/> 34.3%

### AFRICA

Libya	5.8%
Morocco, Algiers, Tunisia	5.1%
Egypt	4.6%
Other countries in Africa	0.2%
	<hr/> 15.7%
AMERICA	1.0%
NOT CLASSIFIED	1.0%
	<hr/> 100.0%

Mass Jewish immigration from the following countries may be regarded as having been completed :

Germany  
Austria  
Bulgaria  
Yugoslavia  
Czechoslovakia  
Poland  
Yemen  
Cyrenaica  
Iraq

## THE NEW STATE OF ISRAEL

All these people, from the different countries of the world, generally describe each other by the place of origin—"so-and-so is English"—or "French" or "Iraqi", or whatever may be the land of birth.

### THE FORMER MINISTRY OF IMMIGRATION

The Law and Administration Provisions Ordinances, 1948, conferred on the Minister of Immigration a post which continued until late in 1951, the powers that had been vested in the High Commissioner by the Immigration Ordinance, 1941, and the Passports Ordinance, 1934. Paragraph 13(a) of the Law and Administration Provisions Ordinance rescinded paragraphs 13-15 of the Immigration Ordinance and Regulations 102-107 of the Defence (Emergency) Regulations, 1945, through which the Mandatory Government had deprived many Jews of the possibility of immigration. The other articles of the Immigration Ordinance remain in force, and have been implemented with due regard to existing conditions.

In the instructions issued to immigration officers abroad rules were laid down by which visas to Jews and non-Jews were to be granted. In these instructions the principle of open immigration was established, while the rate of entry of non-Jews into the country was adjusted to the existing immigration laws.

The former Passports Ordinance, with slight changes, remains in force.

In October 1949 the Minister published a special order under the Immigration Fees Ordinance, 1948, fixing fees for visas and payments for travel documents, etc. In 1951 the Ministry of Immigration was suppressed, and its functions in Israel transferred to the Ministry of the Interior. The functions of the immigration officers abroad were to be transferred to the Ministry of Foreign Affairs, Consular Section.

The Ministry has the following sub-divisions:

*Immigration Permits Section*, which deals with applications for immigration permits for Jews in Israel and abroad.

*Visa Section*, which deals with applications for visas for Jews entering the country not as immigrants, but as residents, tourists or in transit, as well as with applications from non-Jews.

*Passport Department*, which issues travel documents to immigrants from abroad and to inhabitants of Israel.

*Exit Permit Section*, which handles applications for permits to leave the country.

## AREA, GEOGRAPHY, POPULATION CHARACTERISTICS

*Frontier Control Department*, which exercises control of persons entering and leaving and is responsible for their registration at the frontiers.

*Tourist Department*, which develops the tourist trade.

### ABSORPTION OF IMMIGRATION

The bulk of immigrants reaching Israel arrive without means. They are cared for by the Government and the Jewish Agency until they become integrated into the country's economy. Broadly speaking, the work of delivery and reception is the responsibility of the Agency, absorption being undertaken by the Government. On arrival in Israel, a new immigrant spends a few days in a clearance camp, where he is registered, has a complete medical examination and receives his basic identity documents. Immigrants able to work then usually proceed either to a permanent settlement or to a maabarah or transit settlement where they receive temporary housing and work. There are two kinds of maabarah: those which will eventually be converted into permanent settlements, and those which have been created simply as temporary work-camps, near the eventual permanent settlement.

Until July 1950 new immigrants remained in reception camps until arrangements were made for their final settlement. This often entailed months of idleness in the camps. The present system speeds up the absorption process considerably and enables immigrants to become self-supporting, and therefore economically independent, in the shortest possible time. All arrivals at the reception camp are interviewed by special officers. Orphans and old people without working relatives are specially catered for in centres suitable to their requirements. As far as is practicable, arrivals are settled where they wish to be and with relatives who may have preceded them to Israel. Immigrants of the professional classes are sent to centres for learning Hebrew if they do not already know it. Generally speaking, the tendency of those immigrants seeking agricultural work is to choose a co-operative small-holding settlement rather than a purely communal type of settlement. A high legal official said to me with a smile, speaking of the settlements, "They are becoming more and more bourgeois every day", and the Foreign Minister, discussing them with me, explained that "as between the communal type and the co-operative the co-operative is winning".

. . The various kinds of settlements are described in Chapter 12.

The cost of absorption, including transport to Israel, amounts to an average of \$2,500 per immigrant (£1,900 approx.).

## THE NEW STATE OF ISRAEL

### HOUSING FOR IMMIGRANTS

Immigrants register for permanent housing, which is provided in accordance with a system of priorities based on such considerations as the date of arrival, size of family and age of the breadwinner.

In the first year of the State's existence there were many abandoned towns and villages where homes could be provided for them. In that way some 120,000 persons were sheltered. In the following year only two sources of abandoned housing were left, Miqdal Gad and Beisan, and in some quarters in Jerusalem there were abandoned properties to be taken over. There was clearly need for building on a huge scale. The unit decided upon was small, in order that many might be built quickly—a room, a kitchen or alcove for kitchen and the necessary conveniences with a shower-bath. Large families, of five or over, could be allotted two units or a two-roomed house.

Various kinds of buildings have been used. There are:

(a) *Concrete Cast or Block Construction.* Building of this type was done mainly by the Amidar Company, or was financed by it and other housing companies. Many thousands of units were built, each of them costing an average of £1.7. The greater number of the homes will eventually be owned by the tenants, who acquired them on payment of £1.250 to £1.350 in cash and the balance in the form of a mortgage.

(b) *Wooden Houses.* Wooden houses were brought prefabricated from abroad, mainly from Sweden, and others were built locally by the Jewish Agency and the Amidar Company. Some 15,000 dwelling units of this type were erected, costing from £1.400 to £1.450.

They provide good housing which can be put up quickly, it is possible to work on the foundation and the structure simultaneously; on the other hand, they involve too great an expenditure of foreign currency.

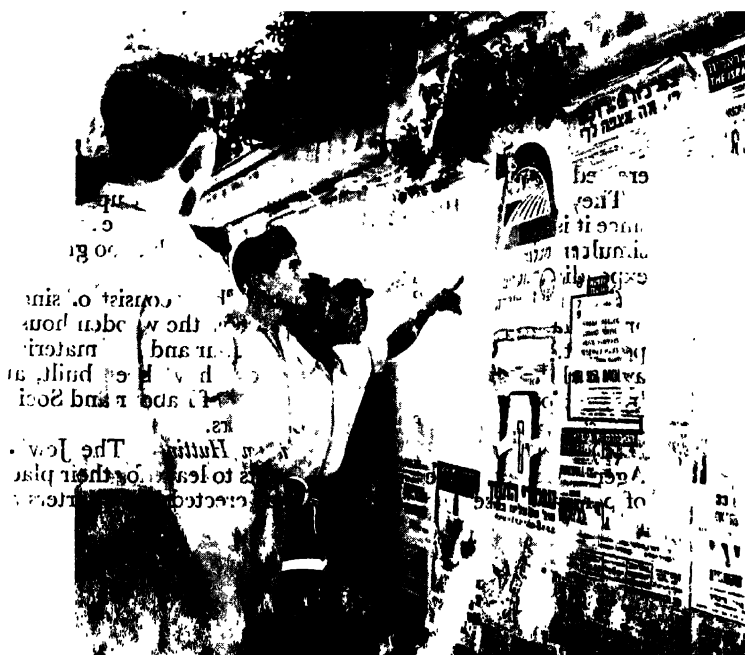
(c) *Small Concrete Block Buildings.* These consist of single or two-family houses, costing the same as the wooden houses per unit. Most of the expense is for labour, for raw materials available in the country. Over 10,000 have been built by the Housing Division of the Ministry of Labour and Social Insurance, and only for rental to settlers.

(d) *Temporary Corrugated Aluminium.* The Jewish Agency, in order to enable immigrants to have a permanent settlement earlier, has built temporary but quite good



1. PRESIDENT WEIZMANN CASTS HIS VOTE

HOARDING SITE ELECTION AND CONCERT POSTERS





VI MOSHE SHARETT,  
FIRST FOREIGN  
MINISTER OF  
ISRAEL



DAVID BEN-GURION,  
FIRST PRIME MIN-  
ISTER OF ISRAEL



## AREA, GEOGRAPHY, POPULATION CHARACTERISTICS

makeshift housing for the new arrival until his turn comes in the allotment of permanent flats or houses. These have been much criticized, but they make it possible for thousands of families to start working before they can be provided with permanent homes.

In every group of new dwellings some buildings are set aside for social welfare and as shops, restaurants, kiosks, and in every large housing project 7% of the dwelling-space is allocated for public use (schools, kindergartens, synagogues, clinics).

### CONSTRUCTIVE AID

The institutions concerned with the absorption of immigrants have also started various enterprises to provide them with an economic foothold. The most important means are:

(a) *Smallholdings*, of two types: (i) to feed the family only; these include a small chicken-run with twenty to twenty-five pullets, a goat, and an irrigation line sufficient for three sprinklers; (ii) as a partial source of income; these include a farm of two dunams of irrigated land, a chicken-run with fifty to sixty pullets, and a goat or a cow.

(b) *Co-operatives*. With the help of the Constructive Aid Fund, created by the Jewish Agency with the participation of the Government, and of Histadruth, or the General Federation of Labour, new co-operatives were founded. The co-operatives engage in various branches of industry, such as weaving, manufacture of clothing and shoes, building materials, bakery, fishing, metal- and wood-work, hauling and road services. (Industrial and Agricultural Co-operatives are treated in more detail in Chapters 11 and 12.)

(c) *Establishment of Workshops*. For the rehabilitation of invalid immigrants and other social welfare cases, 221 enterprises were created, employing 854 workmen, in twenty-one locations up to 1950.

(d) *Loans for Renting Houses* aggregating £1.225,000 were given to immigrants during 1950.

(e) *Training in Trades*. Courses are arranged in various immigrant hostels to give instruction in the building trade, carpentry, mechanical fitting, sewing, embroidery and domestic work, and special trade courses are arranged for invalids. The Work and Projects Division of the Jewish Agency Absorption Department gives training in trades and in vegetable gardening in collaboration with the Ministry of Labour and Histadruth. In this connection intensive

## THE NEW STATE OF ISRAEL

Hebrew courses, given by the Jewish Agency Absorption Department and the Cultural Department of the Ministry of Education and Culture, are noteworthy. Over 600 members of the free professions are now studying Hebrew in these schools, in five-month terms of concentrated study. There are also special courses for nurses, surveyors, clerks, managers of consumers co-operatives, work instructors, etc.

(f) *Initial Grant and Equipment.* On leaving the reception camps for their places of residence, immigrants in need of help are given loans for their initial requirements, as well as rudimentary equipment (bed, mattress, blanket, cooking utensils). Despite repeated reductions in the amounts lent, over £1.1,700,000 were spent in 1950 on this initial outlay, and over £1.1,500,000 for equipment.

(g) *Hostels for Single Persons.* Unmarried men and women wishing to work in a town are, it is sometimes found, the most difficult immigrants to absorb. The Jewish Agency has established, or has helped to establish, thirty-five hostels, which are run by the labour or women's organizations, accommodating over 1,300 unmarried immigrants. These hostels are being expanded to accommodate 5,000 persons.

### FOUR-YEAR POPULAR HOUSING PLAN

To deal with the great demand for homes, the Government is to build 12,000 housing units for four years, starting in 1952.

Every family or person living in Israel on 1st July, 1950, in only one room, and every family of more than four persons living in more than one room but where the accommodation lacks normal elementary necessities, will be eligible to register for popular housing.

Persons will only be eligible to register for dwelling units in the areas where they live, or, where such persons are employed permanently in other areas, in the areas where they are permanently employed. In implementing this clause, persons will be encouraged to leave thickly populated areas rather than the reverse.

Unmarried persons are eligible to register for the scheme, but allocation of dwellings will only be made to them when they marry.

Persons now dwelling in premises allotted them by public bodies (Jewish Agency, Custodian of Absentee Property, Local Authorities, etc.) will be obliged to return the premises in which they are now dwelling to the authority from whom they obtained them, on taking possession of the new dwelling.

On registration, every person will pay a deposit of £1.100.

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On receipt of a notice that his registration has been accepted, he must pay a further £1.400. Thereafter, and until his occupation of the new dwelling, he will pay between £1.10 and £1.15 per month, which sum will be free of income tax. (All deposits made are returnable to the depositor after due notice, should he not carry on with the scheme, plus interest of  $2\frac{1}{2}\%$ .)

The total cost of the dwelling unit in the Tel Aviv area will be approximately £1,2,400. Outside this area, prices will vary slightly in accordance with transport, labour and other costs. Of this, the Government will grant a ten-year mortgage of £1,700. On entering his dwelling, every person will have to pay the balance still owing, after deducting the money already paid in by him (£1,500 plus the monthly payments), and the Government mortgage which he receives.

## PROBLEMS OF IMMIGRANT SETTLEMENT

The problems arising out of immigration on a grand scale are numerous, and housing is only the immediate and first of them. The standard of living in Israel, though low, is above that in neighbouring countries and far above that attainable from present local production, although nearly 50% of the immigrants go on to the land. World Jewry precariously supports the life of Israelis on a moderate "European" scale. In the neighbouring countries most of the population, perhaps as much as 90%, lives virtually on the margin of subsistence, like most of the population of the Orient. Comparative figures (U.N.O. *Financial Survey and Economic Survey of the Middle East*, App. 2. Part 1, December 1949) are as follows:

### ESTIMATED ANNUAL INCOME PER CAPITA IN DOLLAR EQUIVALENT

Egypt	.	.	.	.	.	.	.	100
Iran	.	.	.	.	.	.	.	85
Iraq	.	.	.	.	.	.	.	85
Israel	.	.	.	.	.	.	.	395
Lebanon	.	.	.	.	.	.	.	125
Saudi Arabia	.	.	.	.	.	.	.	40
Syria	.	.	.	.	.	.	.	100

In Iraq, in which 60% of the State income is from agriculture, the census of 1947 gave 4.8 million population for 435,228 square kilometres, which may be compared with the figures for Israel, given above, of 1.5 million for 20,850 square kilometres. The figures of increase per 1,000 for Israel were 29.71 in 1949, whereas in Iraq the rate of natural increase is about 1% per annum.

## THE NEW STATE OF ISRAEL

In Israel, although, as mentioned, nearly 50% of the immigrants go on the land, the total percentage of the population on the land is only about 25%.

Of the 25%, about one-third is employed in one or other of the co-operative and communal types of farming.

To deal with the problem of feeding her population and the absorption on the land of part of her immigrants, Israel has devised a Four-Year Development Plan, its primary aim being self-sufficiency to the largest extent possible. Its high-lights are:

(a) The total cultivated area to be doubled; the irrigated area also to be doubled.

(b) Total agricultural production to be more than doubled, so that by 1952-53 there is complete self-sufficiency in vegetables, potatoes, fruit, eggs, milk and fish and an export (at pre-war prices) of £1.112,600,000.

(c) In regard to existing lines of production: the wheat area to be increased substantially; the fodder area to be more than trebled; the vegetable area to be trebled; the area under citrus fruits not to be extended, but production to be increased through improved cultivation of existing orchards; the area of other fruits to be increased by 50%.

(d) Oilseed crops, such as sunflower, groundnut and safflower, to be introduced on a large scale; sugar-beet to be grown in large quantities for the first time.

(e) The number of pure-bred dairy cows, milch sheep and goats to be more than doubled (the production of meat will be merely incidental to milk); poultry-farming and fish-breeding in ponds to double their production; deep-sea and inshore fishing to be quadrupled.

It is estimated that the investment necessary for the execution of this plan will be £1.50 million, exclusive of any major irrigation projects or rural housing.

An indispensable part of the plan is the exploitation of water resources so as to irrigate a larger proportion of the arable land which produces rain-fed crops or no crops at all. Irrigation plans have two aspects: those relating to waters the use of which requires agreements with neighbouring countries, which may be universally difficult to bring to a conclusion, and those which can be developed internally. In the latter direct action is possible.

They are treated here in outline, as touching the development of the country for immigrant settlement and in more detail in Chapter 12.

## AREA, GEOGRAPHY, POPULATION CHARACTERISTICS

The present irrigated area in Israel is approximately 300,000 dunams (75,000 acres), devoted chiefly to fruit, vegetables and fodder crops. Most of the orange-groves and much of the vegetables derive their water by pumping from the 3,000 existing deep wells. Most of the forage crops are irrigated by surface waters from sources such as the River Yarkon and large springs in the Esdraclon and Beisan Valleys.

Country-wide plans for irrigation are being made, and some twenty schemes stretching from the Huleh in the north to the Negev in the south are under way or contemplated. Priority has been given to the utilization of the waters of the River Yarkon. The plan is to carry the water, by eastern and western pipe-lines, from the river north of Tel Aviv to the Negev, the water being boosted through the pipes by pumping. The area which both pipe-lines could irrigate is estimated to be 250,000–300,000 dunams (62,500–75,000 acres), and the time required for construction two to two-and-a-half years. On the estimates as they stand this project would almost double the present irrigated area.

Second in priority is the Beisan scheme. This scheme is based on the exploitation of numerous natural springs in the region, much of their water having hitherto run to waste. Their organization will provide irrigation supplies for 100,000 dunams (25,000 acres). The cost of the scheme, together with drainage works associated with it, was estimated at £1.3.6 million.

Other irrigation projects based on internal water-sources are visualized. A preliminary estimate of the cost of constructing nine such projects, inclusive of the Yarkon and the Beisan schemes, is £1.18.8 million.

The area of fruit-orchards other than citrus is about 270,000 dunams (67,500 acres). It includes a wide variety of cold-region and subtropical fruits. The area of citrus fruits now remaining is about 130,000 dunams, as against 290,000 dunams ten years ago. Many citrus estates were abandoned and ruined during the Israel-Arab war, but citrus fruits and their products have up to now been Israel's most valued export, and many immigrants are necessarily drawn into the industry. In 1948–49 fresh fruit exports were 3,864,684 cases, valued at £1.5,682,172. Concentrated and unconcentrated juices added a further £1.820,000. Thus the total value of citrus exports was £1.6.5 million.

The Four-Year Plan proposes to increase the area of fruits other than citrus by 50%, i.e., to raise it to 400,000 dunams (100,000 acres).

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The development of the citrus-growing industry is planned in two stages.

(a) The rehabilitation of the orchards from the state of neglect into which they fell during the war years and the improvement of their cultivation in order to bring them up to full production. Partial mechanization on 30,000 dunams will reduce production costs by 28%. The full mechanization which will be undertaken on 50,000 dunams will reduce production costs by 48%. The estimated cost of these mechanization proposals is £1.2½ million. It is believed that the full cost of rehabilitation can be recovered in two years, with prices at their present level.

(b) In the second stage an enlargement of the present area will bring it back to the 1938 figure. That stage is not likely to be reached in the four years of the present plan.

The Ministry of Agriculture has a special section dealing with soil conservation that has been surveying the country's needs for counter-erosion measures, and it is assisting immigrant cultivators in introducing better production methods, such as contour-ploughing and planting and terracing.

The present annual requirement of manures is estimated at 15,000 tons of nitrates, 6,000 tons of double superphosphate, and 4,500 tons of potash fertilizers. These requirements are mostly imported. Small quantities of single superphosphate—about 3,000 tons a year—are now being produced in Israel in a new factory in Haifa Bay. It will be able in the future to provide Israel's full needs of superphosphate and possibly of nitrates also, but about three years will be required for fully developing the factory. Potassium fertilizers can be produced from the Dead Sea. Manufacture has not yet been resumed since it was interrupted during the recent internal fighting. There is an acute shortage of organic fertilizers, and the growing of green manure crops is practised wherever possible. Israel soils in general need nitrogen and phosphate, and only a negligible area requires potash.

Mechanization is a prominent feature of the communal and co-operative system of cultivation. The Four-Year Plan also includes full or partial mechanization in connection with the rehabilitation of the citrus orchards. The extensive land-settlement programme will call for tractors and machines in considerable numbers. There are in the country at present 41,500 tractors, 1,000 combine harvesters, 700 baling machines and complementary power implements owned by the settlements. The Government merely controls the imports of

## THE CONSTITUTION

agricultural machinery within the limits of foreign currency available.

The development of industries deriving their raw products from agriculture is shared between private enterprises and co-operative settlements. Further mention is made, particularly in Chapter 11 under Industries and in Chapter 12 under Agriculture, of the developments arising out of the immigrant intake.

## CHAPTER TWO

### *The Constitution: The President and the Prime Minister's Office*

THE State of Israel is a republic headed by a President, who is elected by the Knesseth or Parliament, and Israel's first President is Dr. Chaim Weizmann. The functions of the President, the powers of Government, the legislative authority and other constitutional functions, are laid down in the Transition Law 5709/1949, known as the "Small Constitution", which was adopted by the Knesseth on 16th February, 1949.

A draft constitution had been prepared before the State came into being, on the assumption that the United Nations partition plan would be put into effect. In May 1948, using the draft as a basis, a special committee suggested numerous amendments which were published in Hebrew. The Constituent Assembly, when it was formed, supposed that this amended draft constitution would be brought before it. Public opinion, the Press and the Knesseth itself, however, debated whether in fact it was wise to have a written formalized constitution. A Supreme Court to deliver judgment upon it would be entailed, and was that desirable and in accord with true democratic government?

On 13th June, 1950, after prolonged negotiations by the Parliamentary Committee concerned and a debate in plenary session, the Knesseth voted for a State Constitution by evolution over an unspecified period.

The following is the text of the resolution:

"The First Knesseth delegates the Constitution and Law Committee to prepare a draft constitution for the State.

## THE NEW STATE OF ISRAEL

The constitution shall be constructed article by article in such a manner that each shall in itself constitute a fundamental law.

“Each article shall be brought before the Knesseth as the Committee completes its work, and all the articles together shall comprise the State Constitution.”

Only half the members present voted, but as 12% abstained and only 38% voted against the proposal, the vote obtained was sufficient.

There is thus no written constitutional law, no formal collection of legal canons, but a less fragile “sum of laws and practices that regulate the fundamental concerns of government”.\*

The Proclamation of the State of Israel was made on the evening of Friday, 14th May, 1948, in Tel Aviv by a Provisional State Council; it included the following statements of principle:

“WE HEREBY PROCLAIM the establishment of the Jewish State in Palestine, to be called ‘Medinat Israel’ (the State of Israel).

“WE HEREBY DECLARE that, as from the termination of the Mandate at midnight, the 14th–15th May, 1948, and pending the setting up of the duly elected bodies of the State in accordance with a Constitution, to be drawn up by the Constituent Assembly not later than the 1st October, 1948, the National Council shall act as the Provisional State Council, and that the National Administration shall constitute the Provisional Government of the Jewish State, which shall be known as Israel.

“THE STATE OF ISRAEL will be open to the immigration of Jews from all countries of their dispersion; will promote the development of the country for the benefit of all its inhabitants; will be based on the principles of liberty, justice and peace as conceived by the Prophets of Israel; will uphold the full social and political equality of all its citizens, without distinction of religion, race or sex; will guarantee freedom of religion, conscience, education and culture; will safeguard the Holy Places of all religions; and will loyally uphold the principles of the United Nations Charter.

“THE STATE OF ISRAEL will be ready to co-operate with the organs and representatives of the United Nations in the implementation of the Resolution of the Assembly of

M. Sait: *Government and Politics of France*, p. 17.



## THE CONSTITUTION

November 29, 1947, and will take steps to bring about the Economic Union over the whole of Palestine.

"We appeal to the United Nations to assist the Jewish people in the building of its State and to admit Israel into the family of nations . . . we call upon the Arab inhabitants of the State of Israel to preserve peace and play their part in the development of the State, on the basis of full and equal citizenship and due representation in all its bodies and institutions—provisional and permanent.

"We extend our hand in peace and neighbourliness to all the neighbouring states and their peoples, and invite them to co-operate with the independent Jewish nation for the common good of all. The State of Israel is prepared to make its contribution to the progress of the Middle East as a whole.

"Our call goes out to the Jewish people all over the world to rally to our side in the task of immigration and development and to stand by us in the great struggle for the fulfilment of the dream of generations for the redemption of Israel.

"With trust in Almighty God, we set our hand to this Declaration, at this Session of the Provisional State Council, on the soil of the Homeland, in the city of Tel Aviv, on this Sabbath eve, the fifth of Iyar, 5708, the fourteenth day of May, 1948."

The form of voting in Israel was to be proportional representation in its "classic" form for a single constituency, for that was already the tradition of the past fifty years in Palestine in elections for Jewish unions, municipalities and other Jewish bodies.

The further development of constitutional practice in Israel, whose population elements range from ultra-religious to Communist, cannot be otherwise than of particular interest. So far, it will be seen, the empirical nature of life in the country has been necessarily and rightly reflected in the flexible kind of constitution chosen by the Knesseth, in spite of the wording of the Proclamation of the State made in the flush of the first day of independence; and so far a variety of political ideals and economic theories have been able to exist and be put into practice side by side.

Before the development of parliamentary practice in Israel is described, attention should be drawn to the character and history of the first President and to a most noteworthy feature of the governmental machinery—the Israel Research Council, which is attached to the Prime Minister's office. The specific

## THE NEW STATE OF ISRAEL

functions of the Council are detailed in this chapter, but apart from its actual task, the fact that so small a country has made such prominent use of scientists is an important pointer to her future. The chemist President lives surrounded by sixty other scientists of the Weizmann and Sieff Institute, so that the State might be described as the first technocracy, though a rider must be added that Israel includes within its fold *ne plus ultra*-religious conservative elements.

Dr. Chaim Weizmann was born in the village of Motol near Pinsk in Eastern Poland in 1874. Following the traditional Jewish religious schooling, he was sent to a Russian Government secondary school in Pinsk. There he learnt about the first pioneers who were going to Palestine, a handful from among the tens of thousands who were emigrating westwards, fleeing from persecution. When Chaim came home for school holidays he would talk to his friends about the settlements in Palestine and tell them the names of the pioneers, urge them to collect money for the "Odessa Committee" of the Hovevei Zion and encourage them to talk Hebrew among themselves. The spoken language was Yiddish, and this last idea seemed so foolish to the grown-ups, even those who sympathized with the "Lovers of Zion", that the children had to form a "secret society" for the purpose. It was in Pinsk at the age of twelve that Chaim Weizmann wrote his famous letter to a Rabbi in Motol about the wretched conditions of the Jews in the world, the pogroms in Russia and the persecutions in Rumania. "All smite us and persecute us," he wrote, "and the Hebrew nation is a burden on all the peoples, on all the kings of Europe and in particular on the King of Russia. This Society (the Lovers of Zion) may be the 'Beginning of the Redemption', and we must strengthen it and support it. . . . It is incumbent on us to establish a place whither we can flee. . . . Let us raise the flag of Zion and return to our first mother, in whose lap we were born. Why should we look to the kings of Europe to give us a resting-place? In vain! They have all decided, 'The Jews are doomed.' Only England will take pity on us! But the final thing is: Let us to Zion."

When he had finished school, Chaim Weizmann went abroad to study further, as did so many Russian-Jewish students barred from the Russian universities. In his third year at the Technische Hochschule in Berlin-Charlottenburg—in 1895, at the age of 21—he made an important discovery in the chemistry of dyes. In that year his instructor was called to a professorship at Freiburg in Switzerland; Weizmann followed him, and received his doctorate in 1900.

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It was between the years 1896 and 1900 that modern Zionism emerged as an organized movement, under the leadership of Theodor Herzl, whose book, *Der Judenstaat*, was followed by his appeal for a Jewish Congress. "We responded to Herzl's call," Weizmann recounted at the jubilee celebration in Basle in 1947, "in a way which can seldom in history have been given to a future leader. Delegates went from town to town to explain to the Jews what a Congress was, who Herzl was, what a Jewish State meant and how things could be done. . . ." Weizmann devoted a whole summer to work in preparation for the Congress. But he was unable to attend the Congress himself. Lacking the fare for the direct journey, he took a roundabout route and arrived too late.

Great as was the admiration felt for Herzl by Weizmann and all the other young Zionists, they saw that the successive Zionist Congresses were far from representing the deep need for action on the part of the masses of poor Jews in Eastern Europe. Weizmann and some of his friends constituted the "Democratic Fraction", the first grouping within Zionism to resemble a political party. The new group had much in common with the "Practical Zionist", who insisted on the undertaking of immediate settlement in Palestine, without waiting for problematical political guarantees from the Sultan or anyone else. Weizmann, however, emphasized the political significance of practical work that would provide a foothold in the country. The "Democratic Fraction" urged the fostering of the use of Hebrew, which, in their view, should be made the instrument for a synthesis of the Jewish spirit and modern learning, a synthesis to be created and imparted in a complete educational system from the schools upward. In 1901, at the Fifth Zionist Congress, Weizmann introduced a whole range of motions urging that "cultural activity" be made obligatory on sections of the movement everywhere. The resolutions were carried with Herzl's support. Weizmann also spoke on a resolution, tabled but not voted on, to investigate the possibility of founding a Jewish university in Palestine.

In 1903, shortly after the Kishinev pogrom, the British Government offered the Zionist Organization a stretch of territory in East Africa, and Weizmann was one of the narrow majority, at the Sixth Congress, that opposed the offer. Among those who voted against it was the delegate from Kishinev. "I think," Weizmann recounted later, "that it was at this moment that Herzl realized for the first time the emotional connection between Palestine and the Jewish people." With the liquidation of the Uganda project, though the movement

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was split and discouraged, and then further shaken by Herzl's death, Zionism began to move towards Palestine, as the "practical Zionists" wanted. A thin trickle of immigrants of a new kind began, young intellectuals and idealists, a stream that quickened after the failure of the 1905 revolution in Russia. It was during this same period that Weizmann's work in science brought him eminence. The chemical researches he conducted at the University of Geneva from 1901 to 1904, with the assistance of Deichler of the Berlin Technische Hochschule, on the synthesis of substances of elaborate structure, resulted in a major discovery of basic chemical principles whose possibilities are still not exhausted. In 1904 he was appointed Reader in Biochemistry at the University of Manchester.

It happened that during the English General Election of 1906, Balfour, who had been Prime Minister when Joseph Chamberlain made the Uganda offer, came to Manchester, where the chairman of his election committee was a Zionist. Balfour found the time and detachment of mind to ask him for an explanation of the Zionists' apparently unaccountable refusal, and Weizmann was invited to meet him and explain. The impression left on Balfour was such that when the two men met again ten years later, Balfour said, "It is not necessary to introduce Dr. Weizmann to me. He is the man who converted me to Zionism in the midst of the East Manchester Election."

At the Eighth Zionist Congress at The Hague in 1907, Weizmann secured some modest decisions in support of the practical work that was being carried out by the pioneers in Palestine, chiefly the opening of the Palestine Office in Jaffa to plan systematic purchase of land. Above all, he set the seal on the new orientation of the movement. He urged "an honest synthesis of both existing trends of Zionist thought", political and practical, whence came the odd expression, "synthetic Zionism". In an eloquent, closely argued speech that swayed all his listeners, he demanded that the Congress set a clear, well-defined task to the Actions Committee: to aim at getting a colonization "charter", as the result of work in Palestine itself, and not only by means of diplomatic pressure. "If the Governments give us a charter today," he declared, "it will be a scrap of paper; not so if we work in Palestine. Then it will be written and indissolubly cemented with sweat and blood."

Speaking in Paris early in 1914, Weizmann said, "Who does not believe in taking a hard road had better stay at home. . . .

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Never has a people freed itself from others without incurring dangers. Never has a people freed itself by profitable investments, but by energy and sacrifice. And we Jews have not made many sacrifices yet, and that is why we own only two per cent of Palestinian soil. . . .” Together with the backing of colonization, Weizmann pursued the cultural aims he had cherished so long. In 1913 he finally persuaded the Zionist Congress to agree that the Hebrew University should be established as soon as possible. In 1914 land on Mount Scopus, presented to the nation by a private benefactor, was set aside as the site for the University.

With the outbreak of the World War in 1914, the fact that Weizmann’s scientific discoveries could be directed for war purposes gave him exactly that kind of standing based on valuable personal achievement which has often been so important in English public life, and with the entry of Balfour into the negotiations the influence of chance became secondary.

On the question of contradictory promises made to the Arabs during the war, Weizmann remarked to the United Nations Special Committee on Palestine in 1947: “It is quite possible that there have been cases, not only in the British Government, but in many other governments, particularly during the war, when one department does not know what another department is doing. It has happened before. It happens even in the Zionist Organization, which is not a government yet.”

Weizmann told Zionist leaders in London in 1920, “The public opinion of the world understands the Balfour Declaration to mean as much or as little as the Jewish people can make of it, and by make of it I do not mean by words and phrases, but by deeds, the actual constructive, solid work in Palestine. The task is ours and nobody else’s.”

Weizmann had gone to Palestine early in 1918 at the head of a “Zionist Commission”, intended to form a link between the British authorities there and the Jewish population. During the months he spent there his combined tact and frankness and his good sense won him the friendship of Allenby and the respect of British officers not temperamentally inclined to welcome any civilian commission, let alone to understand or sympathize with Zionism. The military authorities were administering occupied enemy territory on the principle of preserving the *status quo*, while the Zionist Commission came to initiate a process of change. Weizmann finally “had it out” with Allenby, arguing against the virtual acceptance of the numerical test as the measure of the relative importance of

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Jew and Arab. Allenby promised to do everything in his power to help the Zionist Commission in its work and to redress the specific grievances Weizmann had put to him.

The Zionist Commission's terms of reference included authority to lay the foundations of the University, and on the 24th July, 1918, within sound of enemy guns, twelve stones were laid, one of them by the then Mufti of Jerusalem. In a brief speech, Weizmann stressed the need for "true scientific methods" to find ways of cultivating fully "this fair and fertile land, now so unproductive".

On his way to Palestine early in 1918, Weizmann had met many Arab leaders in Egypt. In June, with Allenby's help, he visited Emir Faisal in Transjordan after a long journey via Egypt to outflank the Turkish lines. The very friendly conversation between the two leaders led to the signing of an agreement in London in January 1919, negotiated through the intermediacy of T. E. Lawrence. The agreement spoke of cordial co-operation between the Arab States and Palestine, of the acceptance by the Arabs of the Balfour Declaration and the encouragement of Jewish immigration into Palestine. The Emir added one reservation: "If changes are made, I cannot be answerable for failing to carry out this agreement", and changes were in fact made both in Syria and Iraq, to the detriment of the Arab interest.

In January 1919 Weizmann appeared before the Paris Peace Conference, together with other leaders of the World Zionist Organization, to ask for endorsement of the idea of a Jewish National Home in Palestine.

Britain accepted the Mandate for Palestine at the San Remo Conference in 1920, but it was not until July 1922 that the actual terms of the Mandate were framed. A good deal of political work by Weizmann and others went into seeing that the Mandate embodied the text of the Balfour Declaration and cited the historical connection of the Jews with Palestine, that its terms did in fact direct the Mandatory Power to help build the National Home, and finally that the Mandate itself was unanimously confirmed, as it had to be, by the Council of the League of Nations. Under this Mandate the area in which the Jewish National Home was to be built had already been reduced by three-quarters by the exclusion of Transjordan. In the Churchill White Paper of 1922 His Majesty's Government laid down that Jewish immigration was to be governed by the principle of economic absorptive capacity; with the limitation that the Jews were to be in Palestine "as of right". The Zionist Executive, and Weizmann in particular, were

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bitterly criticized for having accepted the Churchill White Paper. Defending himself at a Zionist Congress at Carlsbad in August 1922, Weizmann declared:

"It is easy to say that this or that should not have been done or this or that should not have been conceded. In some of our circles there is not sufficient sense of realities. . . . One can only push forward when one feels a power behind one. To put it in blunt figures: If the income of the Zionist Organization were a million pounds, some points of the White Paper would not be there. But the fact that the 'mighty' Zionist Organization was unable to prevent the existence of 1,500 unemployed in small Palestine, where they made the impression that there were 15,000 of them, was the reason for certain points in the White Paper. And no tricks of diplomacy will alter that fact. . . . I shall now allow myself to tell you some hard truths, regardless of their effect on your vote. I prefer this part to that of the advocate. . . . In Herzl's time, the Arabs did not exist politically. Today they are there. There lives a people in Palestine that does not wish the Jewish people to gain ground there. This is wrong, but it is a fact which you, we and the British statesmen have daily to take into consideration. . . ."

For Weizmann and the other leaders there now began "the years of constant pilgrimage", as he has called them, the fund-raising tours, the propaganda campaigns, the internal "diplomatic" effort to associate non-Zionist Jewish representative bodies with the Zionist Organization, which had been recognized as the "Jewish Agency" which was to co-operate with the Mandatory Power. Money was raised, but it was utterly disproportionate to the needs. The immigration figures began to rise. In 1925, the year in which Balfour visited Palestine and the Hebrew University was opened, there were 25,000 immigrants. The Jewish advance of the twenties was checked by the Arab disturbances of 1929, and there followed the 1930 Passfield White Paper, which embodied severe restrictions on immigration and land purchase. On the day it was published, Weizmann resigned as President of the Zionist Organization and the Jewish Agency. Pending the next Congress, however, he continued to conduct negotiations with the Labour Government, and succeeded in securing a letter from Ramsay MacDonald that cancelled the White Paper on certain points. But the shock had been severe; as Weizmann later recalled, with saving humour, "As the British Government could not be dismissed, and I could, I

had to disappear from the tribune till 1935". When he returned to office he was increasingly obliged to defer to those who could not feel as he did towards England—and as the years went by he had fewer and fewer political successes to offer them. Understandably reluctant to believe in British betrayal, more acutely aware than his adversaries of the fantastic disproportion between British and Jewish strength, he was always in the position of having to urge delay, patience and compromise. His moderation arose from practical necessity as he saw it, and not from any lukewarmness in his beliefs. When he opposed using the weapon of force, he opposed it out of passionate conviction that it was morally wrong. It was by the quality of his conviction, and not by his moderation, that he kept his hold on the movement.

During these years Weizmann threw himself once more into his scientific work. In 1934 the Daniel Sieff Research Institute of organic chemistry took its place beside the Agricultural Experimental Station at Rehovoth, where Weizmann built his Palestine home a few years later.

Weizmann's evidence before the Royal Commission that was sent to investigate the causes of the 1936 disturbances was a sombre analysis of the situation of the Jews in the world—a warning of impending tragedy. For all his restraint, and in spite of the Peel Report's rebuttal of most of the charges levelled against the Zionist "experiment", other blows were in the air. In 1937, while the Peel Report recommendations were still being discussed in England, Jewish immigration into Palestine was limited to a quota of 8,000 for the next eight months. At the Zionist Congress of 1937, Weizmann's long self-control broke down.

"We shall resist these proposals," he declared, "with every means at our disposal. This is the breach of a promise made to us in a solemn hour, at the hour of crisis for the British Empire. . . . I say this, I who for twenty years have made it my life-work to explain the Jewish people to the British, and the British people to the Jews. . . . The limit has been reached. . . . I say to the Mandatory Power: You shall not outrage the Jewish nation. You shall not play fast and loose with the Jewish people. Tell us the truth. That at least we have deserved. . . ."

Ten years later, looking back on the whole cycle of development, he described it thus to UNSCOP:

"In order to create absorptive capacity on the scale we require, you need governmental powers, you need more or





VII P CH I WEIZMANN, FIRST PRESIDENT OF ISRAEL



VIII A STREET SCENE IN NAZARETH

THE WALLS OF OLD JERUSALEM FROM THE ISRAEL FRONTIER



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less a majority in the country. We needed immigration and development on a scale which only government could give us. On the one hand we needed the government; on the other hand we could only get the government when we brought the masses into the country. This was the vicious circle in which we moved and which we tried to break through with our poor heads. Very often we broke our heads, but we did not break the circle. . . . We (in the Jewish Agency) had all the difficulties of a government and none of its advantages. . . . We were told by various people in the British Government that we were acting too quickly. We were told by the Jews that we were acting too slowly. . . . It is a very difficult task to be between the hammer and the anvil of two such contending forces."

When Weizmann said in 1937 that the partition proposal of the Royal Commission merited serious consideration, the storm of opposition that broke on his head was unprecedented even in the stormy Zionist Movement. It took another ten years and what were to be inconceivable sufferings inflicted on the nation before the Jews reached the point where they faced the choice Weizmann put before them in 1937: the choice between a Jewish minority in the whole of Palestine or a compact Jewish State in a part of it. At the First World Zionist Congress after the war, at Basle in December 1946, Weizmann declared:

"If the Mandatory Power feels unable to fulfil the main condition of its trust, its only alternative is to devise a new settlement in which the purposes of the Mandate are substantially fulfilled. . . . Great Britain should, I submit—before retiring—vest the National Home with the full authority and status of a Jewish State."

But the fact remained that in his person he stood for "the British connection". He had told the Anglo-American Committee only a few months before, "The Rock of Gibraltar on which I have built my Zionist policy is absolute co-operation with Great Britain". His son had been killed in the last weeks of the war, fighting in the Royal Air Force.

Congress simply could not bring itself to re-elect him President, but his personal pre-eminence was still so unparalleled that there was no one to put in his place. For the first time, a Zionist Congress dissolved without electing a President of the Jewish Agency and the Zionist Organization.

At seventy-two, elected President of the State Council of

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the Provisional Government of Israel in its first session, on 18th May, 1948, Weizmann returned to Israel four months later, his eyesight restored after a successful operation. He flew in an Israel plane, and he carried Israel diplomatic passport No. 1. Speaking to journalists soon afterwards, he declared:

"We are a small country but a big people. We are a people of vast experience, vast political and social experience, and we must not be satisfied with just having a country of our own. It must be a country where people produce things which will indicate to the world that in the Jewish people there still live the same forces which gave the world moral and even social laws which the world still preserves. I should like, therefore, to see our schools and universities become models of perfection, our social laws and our relations with other peoples pervaded by a spirit of peace and the spirit of an old nation, which, after a small pause of two thousand years, has come home. It does not happen every day, nor to every nation. And this is a great challenge. Having achieved this great task, we must live up to it."

Thus, after the election of the Knesseth, Chaim Weizmann was elected first President of Israel. On 2nd February, 1949, he was summoned to Jerusalem by a parliamentary delegation headed by Yosef Sprinzak, the Chairman of the Knesseth, and took the oath as President of the State for whose creation he had long worked.

The proclamation of the establishment of the State of Israel on 14th May, 1948, declared that the Provisional Council and the Provisional Government would function until the establishment of elected and constituted authorities of the State, in accordance with a statute to be adopted by the Elected Constituent Assembly not later than 1st October, 1948. It was, in fact, only on 28th October, 1948, that the Provisional Council began its consideration of legislation relative to the Constituent Assembly.

As the outcome of these deliberations eleven ordinances were promulgated, which fixed the date of the elections, prescribed their procedure, voted an election budget, and provided assurance that the function of administration would continue until the Constituent Assembly was convened. They also prescribed the rules by which the Constituent Assembly would be convened and inaugurated, and defined its authority.

Elections for the Constituent Assembly were held on 25th January, 1949, in all areas under the jurisdiction of the State of

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Israel. They were country-wide, general and direct, with equal franchise, secret ballot and proportional representation. The right of suffrage was granted to every person, man or woman, aged eighteen and over, and right of candidature to every person aged twenty-one and over. The number of representatives was fixed at 120.

Of the 782,000 inhabitants of the State (713,000 Jews and 69,000 others) registered in the population census of 8th November, 1948, 506,567 were found eligible to vote. 440,095 men and women (86.8% of the eligible voters) went to the polls.

The Constituent Assembly as elected was composed of the following Parties: the Workers' Party of Israel (Mapai), 46 representatives; United Workers' Party (Mapam), 19;\* United Religious Front, 16 (Poale Mizrahi 6, Mizrahi 4, Agudath Israel 3, Poale Agudath Israel 3); Freedom Movement (Heruth), 14; General Zionists, 7; Progressive Party, 5; Sephardic Community, 4; Israel Communist Party, 4; Democratic List of Nazareth, 4; Women's International Zionist Organization, 1; Yemenite Community, 1; the Fighters (Halohamim), 1.

On 14th February, 1949, the Constituent Assembly was inaugurated in Jerusalem, in the Jewish Agency building, by the President of the Provisional State Council, Dr. Chaim Weizmann.

In the six sessions held in Jerusalem the first foundations were laid of the new procedures of the State and the methodical working of the Legislature. The representatives pledged their allegiance, and appointed Steering, Minor Constitution, Transitional and Credentials Committees. The credentials of the representatives were confirmed. The Speaker of the Knesseth (Mr. Yosef Sprinzak) and two Deputy Speakers (Nahum Nir-Rafalkes and Joseph Burg) were elected.

The Assembly adopted the Minor Constitution Law of 1949, relating to the Legislature, the President of the State, and the Government.

The President charged David Ben-Gurion, the leader of Mapai, the largest party in the Knesseth, with the task of forming a Government.

In the Seventh Session, which opened in Tel Aviv on 8th March, 1949, Ben-Gurion submitted proposals for a Government and its programme. The composition of the Govern-

\* After Mr. A. Preminger left the Israel Communist Party and joined Mapam, the number of Mapam representatives was 20, and of the Israel Communist Party, 3.

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ment was based on a coalition of four parties: Mapai, the United Religious Front, the Progressive Party and the Sephardim. Ministerial offices were assigned as follows: David Ben-Gurion, Prime Minister and Minister of Defence; Dr. Dov Joseph,\* Minister of Supply and Rationing; Rabbi Itzak Meir Levin, Minister of Social Welfare; Mrs. Golda Myerson, Minister of Labour and Social Insurance; Rabbi Yehuda Leib Hacohen Maimon, Minister for Religious Affairs; Eliezer Kaplan,† Minister of Finance; Dr. Pinhas Rosen, Minister of Justice; David Remez, Minister of Communications; Zalman Shazar, Minister of Education and Culture; Behar Shalom Shitreet, Minister of Police; Moshe Shapiro, Minister of the Interior, Immigration and Health; Moshe Sharett, Minister for Foreign Affairs.

On 10th March, 1949, the first Government, thus constituted, was approved by the Knesseth in a vote of confidence, 73 voting in favour and 45 against.

The powers of the Knesseth are partly defined by law and partly based on traditions of other democratic parliaments.

The Knesseth performs its duties by discussion of draft legislation and other State business in plenary sessions and in Committee, and of the laws and resolutions adopted following its deliberations. To a great extent, the plenary function of the Knesseth is bound up with the work of its committees.

In accordance with resolutions adopted between 23rd and 28th March, 1949, the Knesseth elected Standing Committees for specific functions. Special committees may be formed as need arises.

The functions of the committees are to study draft legislation and regulations; and any matter submitted by members of the public to the Knesseth or the Government and referred to a committee for opinion. A committee is bound to take under review all matters within its purview or submitted to it for consideration. In the course of its deliberations it receives explanations and information from the Minister concerned, or from his representative, on all subjects under consideration, and submits its conclusions to the Knesseth if it so decides. A committee is entitled to demand information from the competent Minister on all other matters within the scope of its terms of reference.

Generally a committee—its composition being subject in every case to approval by the Knesseth—is formed on the basis

\* Dr. Joseph was later made Minister of Agriculture in addition.

† Mr. Kaplan subsequently became Minister of Commerce and Industry as well.

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of the comparative strength of the political parties in the Knesseth. There are seven committees of fifteen members each in the Knesseth, and two (the Legislation and the House Committees) of twenty-three members each. Each party proposes the representatives it chooses to serve on the committees, and committee chairmen are chosen by mutual agreement among the parties. A party may change its representative on a committee by notification to the House Committee chairman, who submits this change to the Knesseth for approval.

The committees hold closed meetings on specified days of the week. To facilitate their work they usually choose permanent or temporary sub-committees from among their members.

There are nine permanent committees: House Committee, Finance Committee, Economic Committee, Committee for Foreign Affairs and Security, Education and Culture Committee, Home Affairs Committee, Legislation Committee, Public Services Committee, Labour Committee.

The House Committee's province extends over Knesseth regulations, house rules, formation of permanent and special committees, definition and co-ordination of their work, transfer to the appropriate committees of questions submitted to the Knesseth by the public, consideration of subjects which are not within the scope of any specified Committee, immunity of members, and their salaries.

The main function of the Knesseth is legislation. The right to propose a law is enjoyed alike by the Cabinet, the Knesseth Committees, and each member of the Knesseth. Up to the present, most of the draft legislation has been proposed by the Cabinet.

A bill is normally proposed by the Ministry concerned, and after its legal formulation by the Ministry of Justice, and approval by the Cabinet, it is submitted by the Prime Minister's Office to the Speaker. Draft legislation is presented to members of the Knesseth at least forty-eight hours before the opening of the discussion, and usually passes three stages of deliberation (readings) in full session. After the Minister of Justice has impressed the State seal, the law is published in the Official Gazette, and usually comes into force on the day of publication.

Apart from ordinary legislation by the Knesseth, the Government and its Ministers may enact urgent legislation in the form of emergency regulations, defined in paragraph 9 of the Law and Administration Provisions Ordinance, 1948.

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Although the terms of this ordinance refer to a "Provisional Council" and a "Provisional Government", after the transfer of the powers of the Provisional Council to the Elected Legislature by virtue of the Minor Constitution of 1949, the orders regarding emergency regulations remained in force, and were applicable to the Knesseth and the permanent Government. According to these orders, which proclaimed the existence of a state of emergency in Israel, the Government may empower the Prime Minister and every other Minister to issue emergency regulations insofar as they consider it desirable for the defence of the State, military security and maintenance of essential supplies and services. The validity of the emergency regulations expires three months after the date of publication, and their extension requires further legislation by the Knesseth through the customary procedure. Following the proclamation of a state of emergency on 19th May, 1948, which still prevails, the Government dealt with many urgent matters by means of emergency regulations. To the extent that they are not nullified or replaced by ordinary laws (which is the object of the Knesseth and the Government insofar as possible), the Knesseth extends the period of the validity of emergency regulations from time to time.

The legislative activity of the Knesseth is at times expressed in the form not of a law, but of a resolution. This refers not only to those resolutions of the Knesseth which are in the form of a declaration or a question, but also to those which are of a binding legal character, such as resolutions of Knesseth committees. The Knesseth resolution confirming the Convention for the Prevention and Punishment of the Crime of Genocide, adopted by the United Nations General Assembly, is of special significance, since it established a precedent. Israel law does not actually demand Knesseth confirmation of international pacts, but since the Convention led to the adoption of a law by Israel which was based upon it, the Knesseth considered it its duty to confirm the Convention as well.

The Knesseth fixes the State budget, its revenues and expenditures, levies taxes to cover the budget, and exercises control over the manner in which the money is spent by the Government and its Ministries.

The Knesseth budget debate is launched by the Finance Minister's speech on the economic and financial problems of the State, the economic and fiscal policy of the Government, and the composition of the budget and its details. The debate is of great importance to the Knesseth and the State, and members are given the opportunity to review, scrutinize and



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criticize the entire policy of the Government and its activities, as reflected in the budget.

The Finance Committee begins its deliberations at the same time that the budget is being debated in full session. The budget proposal finally authorized by the Committee majority is then presented to the Knesseth, accompanied by the minority opinion and by a Budget Bill. The Budget Law is passed by the Knesseth in the usual way.

Complete stenographic reports are made of all Knesseth discussions. The minutes are printed during the session on a duplicating machine, and are immediately supplied to newspaper correspondents and the speakers. The reports of Knesseth discussions (together with the appendix containing the agenda, legislative motions formulated by Committees, dissenting opinions, etc.), after having been corrected and edited (for style), are published in a weekly bulletin, *Divrei Ha-Knesseth*.\*

The Hebrew translations of the speeches of the Arab members of the Knesseth are read immediately after the speech. The Arab members are provided with Arabic translations of the discussions in the course of the proceedings, by means of a special audio-apparatus.

Knesseth sessions are public. The public is admitted by ticket obtainable at the Knesseth.

The Speaker supervises the working arrangements of the Knesseth and of its staff, is the official representative of the Knesseth, and takes part in public ceremonies on its behalf. He does not interfere with the actual discussion, but keeps watch over the manner and form of the proceedings. His ruling on points of procedure and custom is binding during the session.

The Knesseth has been convened in three buildings. The Jewish Agency building in Jerusalem was used by the Knesseth at its inauguration, immediately after its return to the capital. During the sessions in Tel Aviv, the Knesseth had sat in a building specially adapted for its use.

At present the sessions in Jerusalem are being held in an Assembly Hall with a gallery for the public in Rehov King David.

## THE OFFICE OF THE PRESIDENT

The status of the President of the State is defined in the second section of the Minor Constitution of 1949, which includes directions with regard to the election of the President,

\* Knesseth proceedings.

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the context of the declaration to be made by him, his term of office, his duties and his signature.

The President is elected by the Knesseth by secret ballot, and by simple majority.

He signs a declaration of allegiance to the State and its laws, in the Knesseth or in the presence of the Speaker of the Knesseth.

His tenure of office is concurrent with the duration of a Knesseth, and extends for three months after the inauguration of a newly elected Knesseth.

The President signs treaties with foreign States, appoints the diplomatic representatives of the State of Israel, receives foreign diplomatic representatives, and confirms the appointments of foreign consuls. He has the prerogative of pardon and mitigation of punishments.

Official instruments signed by the President must also bear the counter-signature of the Prime Minister or of another Minister of State.

After consultation with representatives of the Parties in the Knesseth, the President charges one of the Members of the Knesseth with the task of forming a Government.

If the Government decides to resign, its resignation is submitted to the President.

### PRIME MINISTER'S OFFICE

The Prime Minister is empowered by Knesseth legislation to issue instructions by virtue of the Independence Day Law. He is charged with the implementation of the Land (Emergency) Seizure Law, 1949, which was enacted to regulate the broad powers of confiscation of property granted by the Mandatory Government Defence Regulations of 1939 and the Defence (Emergency) Regulations of 1945.

He also exercises the powers formerly held by the High Commissioner by virtue of the Statistics Ordinance, 1947, enacted to facilitate surveys and census-taking, the collection of statistical data, and its analysis and publication by the Bureau of Statistics.

### STRUCTURE OF THE OFFICE

There is a General Administration, which includes the Prime Minister's Private Office, the Director-General and the Secretary-General, and there is a Central Office comprising the Government Secretariat, which includes the Legal Adviser, an Adviser on Arab Affairs, an Adviser on Lands and Boundaries, a Department for Economic Co-ordination and Planning, the

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chairman of the Negev Commission and the chairman of the Disciplinary Committee.

The Central Office also has a Department which supervises the organization of work in the Civil Service, conducts courses and enquires into complaints of bad organization.

In addition, there are five Divisions: Information Services; Planning Division; Research Council; Central Bureau of Statistics; Government Printer; and a department which includes the State Archives, the Library, and the Kirya or Capitol Office (Jerusalem).

The Information Services include the broadcasting service and Press sections.

The Central Bureau of Statistics is an autonomous administrative unit with sections staffed by personnel who specialize in specific fields (education and health, industry and building, etc.).

## GOVERNMENT SECRETARIAT

The present Government Secretary has a two-fold function. He is Government Secretary and Civil Service Commissioner. As Government Secretary he is responsible for the preparation of the material and the agenda of the Cabinet and the phrasing of its resolutions. He deals with ministerial and inter-ministerial committees, with the implementation of the decisions of Government and Government committees, and meets regularly with the Speaker of the Knesseth and his Deputies to decide upon the Knesseth agenda according to the priority and importance of the subjects in Government's view. He maintains contact between members of the Knesseth and the Ministries with regard to questions referred to Ministers, deals with arrangement of State ceremonies and submits reports of Government's activities to the President of the State.

The Legal Adviser serves as instructor and counsellor in all spheres of the Government Secretariat's activities and to the other divisions and units of the Prime Minister's Office. He assists various Ministries to design a unified legislative framework in close liaison with the Attorney-General.

The Adviser on Arab Affairs is chairman of an inter-ministerial committee for the economic affairs of the Arab population, and heads the interministerial committee for Arab lands. He also maintains contact with the Arab refugees' land-settlement authority in Israel.

The Adviser on Lands and Boundaries provides counsel to the Prime Minister's Office, the Ministries of Finance and Foreign Affairs on matters relating to land policy and territorial

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and demographic problems. The Prime Minister, the Minister of Finance and the Minister for Foreign Affairs have from time to time appointed the Adviser to represent them on inter-ministerial committees and entrusted him with special assignments, such as participation in negotiations with the Palestine Conciliation Commission, with the U.N. Economic Survey Mission, and with representatives of Arab countries. He has been charged with defining areas and boundaries for purposes of economic planning; transfer of State lands from abandoned properties to the Jewish National Fund; participation in the regrouping of Arab populations and in their placement for purposes of housing and rehabilitation; membership of a committee for settlement of Arab refugees on the land; and the study of problems of compensation to Arabs. He has no executive function.

The Economic Planning Department was occupied with the preparation of a four-year absorption plan as formulated in the fundamental principles of the Government programme. It collected the basic material and elaborated upon it, and submitted its plan to the Prime Minister in March 1950.

The Director was a member of the interministerial committee for the economic examination of development and building projects, and of the interministerial committee for the study of development plans. He also took part in a committee for economic planning.

A Negev Commission was set up with Mr. Itzhak Chizick as chairman, and representatives of the Ministries of Finance, Defence, Labour, Agriculture and Communications, and of the Army, as members. Its function is to supervise scientific research in natural resources, properties of the soil and sources of water in the Negev, and to study its potentialities through the development and improvement of the land, sea and air communications, and of the fishing and fish-canning industry. It also supervises the grant of industrial and other concessions in the area.

The Commission began to function following a decision of the Government in October 1949 to allocate £1,400,000 from the Development Budget for preliminary undertakings in the Negev.

The existing road (which includes Scorpion's Pass) was repaired by the Engineering Corps of the Israel Defence Army. Many sections of the road from Beersheba to Eilat were re-metalled, and travel by various types of vehicles was facilitated. Extensive trips were made into the Negev interior, and the location for an internal road was fixed in the centre of this section of the country.

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A landing-field was built near the shore of Eylat capable of accommodating large aircraft. A large shed was put up near the airfield for offices and store-rooms. The "Eylat" Company, which is affiliated with the El Al Company, maintains a regular daily passenger and freight air service to Eylat, by agreement with El Al.

The Water Department of the Ministry of Agriculture has drilled at a number of points in the Eylat district and discovered water which was brought in pipes to Eylat, making settlement there feasible.

Minerals are being classified, their qualities and properties examined in laboratories. A determination of the quantities of important minerals, such as copper, was begun. As a result of this research, it is already possible to exploit a number of minerals and materials (felspar, mica, barite, glass sand, kaolin, phosphate, granites, gypsum, cement, etc.) for existing industries.

The Fisheries Department of the Ministry of Agriculture studied and classified the fish in the Bay of Eylat. It was found that quantities of fish abound at some distance from land, where fishing is best. Large boats were equipped and transported to Eylat for the purpose and experiments will be made in fishing outside territorial waters. Coastal surveys were completed and a jetty was planned.

Two plant nurseries were set up in Eylat, and the Ministry of Agriculture also planted an experimental garden over a 30-dunam area, to discover the cultivability and adaptability of some hundred varieties of trees, bushes and grasses in that region. Results so far are satisfactory.

Surveys were made of the whole region of the Negev hills and Wadi Araba. It was decided to instal five agricultural observation stations, three at Har Hanegev and two in Wadi Araba, until ecological studies were completed.

*Disciplinary Committee.* On 25th October, 1949, there was a Cabinet decision to form a committee to enquire into complaints against Government officials, and to recommend to the Ministry concerned the measures to be taken in each case.

The committee is composed of a representative of the Prime Minister's Office (who is chairman), representatives of the Ministries of Finance, Justice and others concerned, and of the Union of Government Employees. A representative of the State Comptroller's Office sits as an observer at the meetings. The committee began its work on 1st January, 1950, and by 31st March, 1950, had dealt with seventy complaints.

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### OFFICE INSTRUCTION AND EFFICIENCY DEPARTMENT

In collaboration with the Department of Culture of the Ministry of Education and Culture, forty-four advanced Hebrew language courses were arranged, attended by 500 Government employees; four courses were given at the Kirya in Hebrew shorthand, which twenty students completed successfully; there were three courses in general administration for minor officials, which had an average attendance of sixty; two twenty-five lecture courses in Israel Law were opened at the beginning of the year in Jerusalem and Tel Aviv. Eight lectures were held in Tel Aviv for Government employees during the winter, on concrete questions of Government policy. The lecturers were Directors of Government Departments; there was an average attendance of about two hundred.

*Housing for Officials.* With the transfer of Government Offices to Jerusalem, this section dealt with the housing of Government officials in permanent dwellings in Jerusalem in exchange for homes in Jaffa given to Government employees when they moved from Jerusalem to Tel Aviv. A scheme was also drawn up for building from 150 to 180 dwelling units in Tel Aviv on Jewish National Fund lands in Hadar Yosef.

### PLANNING DIVISION

*National Planning.* The following basic plans have been made: distribution of the new population; location of housing projects according to population distribution; division of the country into planning regions; selection of industrial districts; country-wide communications (roads, railway, location of ports); national parks and protected areas.

All these projects are flexible, but constitute a basis on which local proposals for regional planning, for the solution of location and housing problems, and for local planning may be made.

For the Jerusalem District the following were prepared: a regional plan for the Corridor, which includes a system of roads and a national park; a project for the development of the city westward over an area large enough for 200,000 inhabitants; and plans for new housing schemes.

For the Tel Aviv District, the South and the Sharon, maps were prepared of the Tel Aviv vicinity, central Sharon and Nathanya development. A system of roads was located for the central region of the country.

To avoid overcrowding in Tel Aviv a plan was made for a highway between Raanana and Rishon-le-Zion. Railway

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lines in the Tel Aviv area and afforestation projects were designed. Industrial districts were designated and development plans prepared for suburbs. Rehabilitation schemes for abandoned villages have been made following a survey. Housing projects were built in various locations in accordance with plans made by the Planning Division.

For the District of Haifa, Samaria and the valleys, survey maps were prepared showing the condition of existing agriculture, quality of the soil and the manner of its utilization, roads, topography, distribution of existing populations, water sources, antiquities, etc. A preliminary scheme was drawn up for a district plan, showing mainly the proposed network of communications, the urban housing areas and the agricultural regions. This proposal has served as a basis for housing construction and building of country-wide and feeder roads in the district.

Proposals were made for plans for Hadera District, a network of roads for the Carmel and Kiryat Amal regions and the Beisan Valley.

For the Galilee District a number of maps were made showing the present state of agriculture, quality of soil, ownership of lands, roads, topography, sources of water, antiquities and existing villages and settlements. A district plan was prepared showing the proposed system of roads and distribution of population. An afforestation and parks project was prepared. Schemes were drawn up for the expansion of towns, for housing districts, industry and crafts, etc.

In the Negev Region, a plan was made for a network of roads; layout schemes for Beersheba, envisaging 60,000 inhabitants, and for Migdal-Ascalon, envisaging a population of from 40,000 to 50,000, were made; site plans for Kurnub and Amra, Falujja and Mukharaka, and a preliminary plan for Eylat were made.

*Architectural Department.* The Department has made a comprehensive survey of the State's educational institutions and studied school-building methods in Israel and abroad, with a view to standard plans for schools and kindergartens. It has made building plans for Government offices, small industrial enterprise centres, etc. Prototypes were designed for cultural centres in immigrant housing projects and for schools, kindergartens, Government offices, youth hostels, etc.

*The Research and Survey Department.* The Department studies settlement structure, problems of placing the population and location of housing, a study of the several forms of district organization, the problems facing district and sub-district

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councils, etc. It examined the factors involved in the location of industry, dealt with employment problems in new urban centres, prepared maps of Jewish, Christian and Muslim Holy Places, and a map of agricultural planning, dealt with problems of sewerage in the Tel Aviv District and in industrial areas, investigated housing development and urban development costs, studied "industrial neighbourhoods" and centralized rural services, and made an economic and technical survey of abandoned villages in the Tel Aviv vicinity with a view to their rebuilding and economic revival. A cartographical survey of the country's antiquities and historical places was made, standards were determined for buildings for industrial use, and a survey was made of protected and wooded areas and of historical and archæological places as a possible location of national parks and protected areas.

### INFORMATION SERVICES

The Information Services include the Government Press Office, the Israel Broadcasting Service, the Publicity Department and the Institute of Public Opinion.

*The Government Press Office* is the main channel for transmission of official news to the Press. It maintains close and constant contact with the local Press and brings Press reaction and criticism, comment and complaints, to the notice of Ministries and Departments through the following publications: *Daily Press Digest*, which provides a brief, daily summary of morning news supplemented by *Opinions and Reactions*, a review of the Press on daily events, and *Criticism, Complaints and Comments*, a daily review of all Press criticism of the Government, its Ministries and personnel. It provides a weekly review of Israel's periodicals and a weekly digest of foreign language newspapers published in Israel.

*The Foreign Section of the Press Office* deals with the foreign Press and with correspondents of foreign newspapers and news agencies located in the country, or visiting Israel. Its task is to provide the representatives of foreign newspapers with information in the form of digests of the Hebrew Press or photographs or special surveys, at their request. It endeavours to foster good relations with foreign correspondents. It supplies material, including photographs, to Israel's representatives abroad and sends them daily cables summarizing the Israel news. It issues the following publications: *Digest of Local News*, *Arab Radio Stations Monitored*, and *Review of Hebrew Press Comment*.

In addition, the two offices issue material several times a day for publication in the Press.



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*Israel Broadcasting Service.* Following the decision to transfer Government offices and the Knesseth to Jerusalem, the central Broadcasting Service was also moved to the capital. One State Broadcasting Station, "The Voice of Israel", was established to replace the two stations which had functioned until then. The news and a part of the programmes are broadcast from the Jerusalem station, while other sections of the programme are broadcast from the Tel Aviv studios. The number of broadcasting hours was increased in 1951 to fifteen a day. Transmission was greatly improved with the installation of a new 10-kilowatt medium-wavelength transmitter which was commissioned in May 1951. This transmitter, supplemented by a small auxiliary transmitter, also solved the problem of reception in the northern section of the country.

The "Voice of Israel" broadcasts have recently introduced many new programmes and sections. There are now daily programmes for immigrants in Yiddish, Ladino and French; the addition of the daily programme for newcomers from the Yemen is noteworthy.

The Broadcasting Service also undertook (by agreement between the Government and the Zionist Organization) to broadcast daily from Jerusalem to Jews abroad in English, French and Yiddish, from 10.30 p.m. to midnight.

*The Institute of Applied Social Research*, formerly the Institute of Public Opinion Research, is sponsored by the Information Services, with its main offices in Jerusalem, and branch offices in Tel Aviv and Haifa.

The Institute is divided into six sections: Psychological (preparing and pre-testing projects); Sampling and Statistics; Field Work; Sorting and Tabulation of Data; Editing and Publishing; and Secretarial.

Most of its work so far has been that of conducting surveys. For this the Cornell technique of scale-and-intensity analysis—one of the several practical procedures for scalogram analysis devised by Dr. Louis Guttman, the Scientific Director of the Institute—is in routine and successful use.

Samples for nation-wide surveys, including about 3,000 people, are taken in each case from the census lists of the adult population. For large towns and villages the sample is selected systematically directly from the census lists. Smaller settlements are stratified according to size of population and type of settlement. A sample of settlements is then selected from each stratification group and a sub-sample of people is selected systematically from the population lists of the sample settlements.

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Every field-worker receives a list containing the names and addresses of people to be interviewed by him. There are about twenty-five part-time field-workers who visit the selected respondents in their homes. Full-time field-workers cover the smallest settlements.

The resulting reports are circulated to the Press as well as among Government officials, political, civic, professional, economic, scientific organizations, business-men, and so on. All reports are published in Hebrew. The Institute also publishes an English quarterly bulletin, *What Israel Thinks*, which summarizes the results of the published studies.

The Institute accepts research projects from every Ministry as well as from civic organizations, business firms and others in the field of social psychology and sociology, and marketing.

Research findings of general scientific interest are published in international professional journals.

*The Publicity Department* was formed recently to keep the citizens of Israel informed about the problems and activities of the Government.

### THE ISRAEL RESEARCH COUNCIL

The Israel Research Council was formed to organize and co-ordinate research work in natural sciences and in all branches of technology; to stimulate and carry out scientific studies which are likely to advance the development of industry and agriculture and the exploitation of the country's natural resources; and to advise the Government on plans related to natural sciences and technology.

Its committees of experts have appointed sub-committees to deal with special problems. There are sub-committees for seas and lakes; subterranean water, minerals and fuel; experimental medicine; fermentation and study of enzymes; general biology; analytical studies; energy; and water—all attached to the Committee for Fundamental Research. The Industrial Research Committee has sub-committees for cytology and study of fibres; problems of citrus and related industries; problems of external corrosion of irrigation pipes; study of materials of high molecular structure; industrial exploitation of petroleum and petroleum products; meteorological problems. The sub-committees of the Building Research Committee are for the study of climate; roads; housing problems; building materials and methods.

An interministerial committee maintains contact between the Council and the Ministries within whose province scientific research and development are included.

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The Department of Scientific Information serves the committees, research workers and Israeli science in general. Its duties are to provide scientific literature required by research workers; to prepare microfilm and photostatic copies of scientific material difficult to obtain otherwise; to arrange the Council's library and to keep in contact with scientific libraries in Israel; to compile catalogues, bibliographies and collections of scientific data; and to issue the Council's publications.

The Council maintains contact with international science and with UNESCO on all matters appertaining to natural sciences and technology; arranges Israel's participation in international conferences; and recommends young research workers for further study abroad.

The Council met twice during the year and laid down the basic principles of its activities. Some thirty investigations were approved, among them studies begun in the Mandatory period, which the Council re-examined from the standpoint of importance to the economy of the State. In the field of fundamental research, the Council undertook various investigations concerned with the exploitation of the natural wealth of the country, medicinal plants and minerals, such as the resources of the Dead Sea. Biological surveys were made on which to base methods of eradicating cattle parasites and field pests. A geological survey has been undertaken to show the distribution of natural resources in the various regions and the possibilities of their utilization. This is being carried out by the Government Geological Institute attached to the Council.

In the sphere of industrial research the Research Council has undertaken several projects. It encouraged the organization of individual industrial enterprises into research associations which by joint means and with the support of the Government will carry out investigations of benefit to the entire branch. The Council gives its support to a central citrus fruit-juice association, in whose laboratories a study of the industrial exploitation of citrus fruit is being made, and has formed an association for research in ceramics. Preliminary work was done for the establishment of research groups for textiles and wines. On the Council's initiative, studies were made of development of new branches of industry. The possibilities of processing local fibrous plants for paper and weaving industries are being examined.

A systematic plan of research in building was prepared to determine efficient methods and suitable materials for building. A study is being made with a view to achieving maximum climatic comfort in dwellings. A survey of the opinions of

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tenants in new housing projects regarding their homes is now in progress, to learn what mistakes were made and how to avoid them in the future. Specimens of soil are being examined in different parts of the country to determine their qualities as a basis of construction and building materials. Data are being collected on the condition of roads in all parts of the country, in the light of which the efficiency of different methods of road-building is revealed.

In the sphere of agriculture, the Council has endeavoured to co-ordinate the research work of various institutes and to supplement this research with investigations into special problems of a national character. The foundations were laid for a network of fenological stations whose object is to learn the effects of climate on the growth of plants and animals, for the preparation of bioclimatic maps. Studies in dew-fall and other meteorological phenomena were continued. The first results of studies of weed extermination and utilization of waste lands for grazing have been analyzed.

In the field of nutrition a survey was undertaken to investigate the health of the population as affected by the food austerity regime; a study was made to improve powdered-milk products.

On the recommendation of the Council, regulations were published to fix the maximum concentration of chlorine and restrict the use of washing-soda in laundries, in order to lengthen the life of materials. Data were collected on the damage to water-pipes as a result of rust, with a view to checking this process.

The Council's scientific library is being organized, and new books are being acquired. A documentary photography service has begun to function, and the first apparatus for reading microfilm is being built. A combined catalogue of all the scientific libraries in Israel was compiled.

The Council's first information bulletin, *Research Council News*, has appeared.

*The Productivity and Production Research Institute* was established by the Israel Engineers' and Architects' Association under the auspices of the Council.

## CENTRAL BUREAU OF STATISTICS

The legal basis for the activities of the Bureau of Statistics is provided by the Statistics Ordinance, which defines the tasks of the Bureau as follows:

1. To collect, compile, analyze, formulate and publish statistical information about the commercial, industrial,

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social (mainly health), economic and general activities and conditions of the nation, and the general physical conditions of the country.

2. To co-operate with other Government Departments in the collection, compilation and publication of statistical records of the Administration.
3. To conduct all surveys and the census.

These tasks are executed in the following manner.

The planning of the statistical work is generally done in co-operation with the Ministries and organizations concerned, with the aim of utilizing fully the material collected by them for administrative and statistical purposes.

The *Israel Statistical Bulletin*, which appears monthly in Hebrew and English, publishes statistical tables on the following subjects: climate, population, immigration and other migration movements, health, agriculture and fisheries, building, industry, labour, transport and communications, prices, foreign trade, currency, courts and police, social welfare, etc.

The tables are accompanied by a running text on the methods of collection of material and its preparation, and on the significance of the principal data. The Bulletin also publishes diagrams showing the trend of the important economic and social processes.

Statistical information about the State is also circulated by means of weekly announcements (*Statistical News*), through regular supply of information to the Press and through response to the many requests for statistical material which the Bureau receives from local and foreign sources. The Bureau also sends statistical data regularly to various international organizations, which publish it in their official organs. Agreements have been made with the Departments of Statistics of most countries for exchange publication of material.

The Bureau extended its activities into new branches of statistics in 1951; it has increasingly included the minorities in the official system of statistics, improved its working methods, enlarged its mechanical equipment and organized its technical library, and is assembling records of settlements to preserve statistical information on every place of settlement in the country.

## GOVERNMENT PRINTER

In March 1950 a third printing press was added, in Jerusalem, to the two Government printing-presses at the Kirya and in Jaffa (the latter for work in Arabic only). By agreement with

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the Survey Department, the Government Printer will now be able to publish maps.

The Negotiable Documents Department printed and distributed postage stamps ordered by the Ministry of Communications; revenue stamps, luxury tax stamps, official stamps, ordered by the Ministry of Finance; for the Customs and Excise Department, banderolles for cigarettes, cigars, tobacco and matches. By order of the State Loans Administration, Popular Loan Bonds were printed. In addition, the Department printed land bonds, Treasury bonds and other securities, as well as documents, diplomatic passports, service passports and various printing jobs of special importance.

The Publications Branch publishes and circulates the Official Gazette, which includes Ordinances, Laws, Bills, Treaties. The branch also publishes books, pamphlets, periodical publications of the Ministries and of the Information Services of the Prime Minister's Office, and the Government Year Book.

The Government Printer's Graphics Service provided the Ministries with all graphic material, especially for making badges, signs, posters and publicity material for tourism and other Government publicity requirements.

## STATE ARCHIVES AND LIBRARY

The State Archives preserve the important documents of the State, such as the original Proclamation of Independence, original signed laws, material relating to the establishment of the Government and similar documents.

In addition, the Archives now contain publications and circulars of the Ministries, and all the material printed by the Government Printer.

A central Government Library was founded to collect works dealing in particular with questions of organization and administration, problems of the Middle East and studies of Israel. The Library began to acquire books on these subjects in August 1949. At present it has a collection of approximately 3,000 volumes, and receives some 300 local and foreign periodicals. The Dewey decimal classification system was introduced and adapted to material on Israel, Zionism, the Middle East, etc. A Hebrew catalogue was arranged. Meetings of Government librarians are held every month to discuss general professional problems, and in particular the problems of their daily work.

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### THE OFFICE OF THE KIRYA OR CAPITOL

An interministerial committee has been formed for planning the buildings of the Kirya in Jerusalem.

An area of 2,000 dunams was selected, where the Forestry Department of the Ministry of Agriculture has planted 24,000 saplings of cypress and pine. A restricted competition was held for the Kirya building plans.

The supervision of the Kirya in Tel Aviv was transferred to the Public Works Department at the end of March 1951, and since then the office of the Kirya has been occupied solely with the establishment of the Kirya in Jerusalem.

It will have been remarked that Israel has developed its Prime Minister's Office remarkably far in the short period it has been in existence.

## CHAPTER THREE

### *The Political System of Israel: Policies and Personalities*

THE Provisional State Council of Israel functioned from 14th May, 1948, to 14th February, 1949, when it was replaced by the first Knesseth or elected constituent assembly, for which polling had taken place on 25th January, 1949. Polling for the Second Knesseth took place on 30th July, 1951. The system of proportional representation used for elections is described below.

At present Parliament is sitting in a building in the older part of new Jerusalem, until a new Parliament House designed for the purpose is built on the site chosen for the Capitol, outside the present built-up area of Jerusalem. The Knesseth usually sits throughout the year, except for a recess in the summer and during Passover. In 1950 the summer recess lasted from mid-August until mid-October, and the Passover recess for all of April and a few days. The members are paid £1.75 per month, and allowed expenses; the average weekly hours of sitting are twenty, with in addition rather lengthy hours on committees. The House sits under the supervision of one of its number as the Speaker. The maximum duration of any term of government or parliament without seeking re-election is not laid down, but it is accepted as being four years,

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that having been a promise given to Parliament by the first Prime Minister. The procedure is generally simple. The Minister within whose province the matter falls has to draft and introduce bills. During the first reading the bill is debated, and then referred to the competent Committee. The Chairman of the Committee submits the bill for its second reading. After all the clauses of the bill in its revised form have been discussed and put to the vote in the course of the second reading, the third reading follows, usually immediately, and the complete bill is then put to the final vote.

Laws are passed by a simple majority of votes, irrespective of the number present. Publication is made in the Official Gazette or Reshumoth.

It is in the Committees of the Knesseth that most of the practical work is done. The order of procedure is fixed by the Speaker and his two deputies subject to proposals by the Government and the House Committee. Every member of the Knesseth is a member of at least two Committees.

### ELECTIONS

The implementation of the Election Law, and the practical administration of the elections, are vested by law in the Central Elections Committee, the Chairman of which is a judge of the Supreme Court, elected by the judges of the Supreme Court.

The Central Elections Committee is elected by the outgoing Knesseth in accordance with a fixed proportion based on the strength of the parties represented in the Knesseth. There are thirty members of the Central Elections Committee, excluding the Chairman. The Committee has six Deputy Chairmen, elected by the Committee from among its members. Each Deputy Chairman is representative of one of the political parties making up the members of the Central Elections Committee.

The Central Elections Committee deals directly with all the technical arrangements for the General Elections. The compilation of the voters' lists is the responsibility of the Ministry of the Interior, but the distribution of these lists to the Regional Committees and the polling-stations is the task of the Central Elections Committee. (The Government Central Statistical Bureau has compiled the statistical data for the Ministry of the Interior.)

Among other tasks of the Central Elections Committee are the following :



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1. Acceptance, scrutiny and confirmation of the lists of candidates.

2. Establishment and supervision of the Regional Elections Committees, which, in their turn, are responsible for the setting up of the Polling-station Committees.

3. The fixing of the sites of all polling-stations and of the times during which voting may take place.

4. The laying down of procedure on technical matters connected with the elections. The Central Elections Committee, for example, has standardized the procedure for the supply of election information to army camps where no direct propaganda is permissible.

5. The Central Elections Committee is also responsible for the supply of all the technical equipment, such as ballot-boxes, stationery, etc., required by the polling-stations on election day.

The Central Elections Committee is responsible for the publication of the final results of the elections. (For counting of votes, see Polling-station Committees below.)

### REGIONAL ELECTIONS COMMITTEES

The Regional Elections Committees, having been set up by the Central Elections Committee, function under its supervision in order to implement the decisions of the Central Committee. There are twenty Regional Elections Committees, and their main tasks are the setting up of the Polling-station Committees, preparation of arrangements for the polling-stations, and, after the votes have been counted and the results of each polling-station submitted to the Regional Committee, for the compilation of regional results for despatch to the Central Committee, together with all the relevant papers for final scrutiny and confirmation by the Central Elections Committee. The Regional Committees are constituted on the same lines as the Central Committee, with an elected Chairman and party representatives on a proportional basis set up by local agreement between the parties contesting the election. The Regional Committees also number thirty persons plus Chairman.

### THE POLLING-STATION COMMITTEES

The Polling-station Committee is composed of not more than five members, nominated by the Regional Elections Committees from among the party representatives demanding

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representation on the Polling-station Committees. Each is responsible for the supervision of its polling-station on election day, for the checking of voters appearing at the station to vote, and, when the polling-station closes, for the counting of the votes of that polling-station, for the submission of a written report to the Regional Elections Committee and the despatch of the voters' slips and all relevant documents to the Regional Elections Committee. The Regional Elections Committee, on receipt of the results of the individual polling-stations, compiles a written report for its region, and despatches the report to the Central Elections Committee with the relevant documents received from all the polling-stations.

### THE SYSTEM OF ELECTIONS

The system of elections is by proportional representation; electors vote for a party list of candidates, and not for an individual candidate. Voting is direct and by secret ballot.

There is a deadline for submission of the lists of candidates representing political parties. Party lists of candidates represented in the outgoing Knesseth, in addition to the names and particulars of the candidates appearing on the lists, require the signature of each candidate signifying his acceptance of candidature.

Lists of parties not represented in the outgoing Knesseth require, in addition to the names and particulars of the candidates and their signatures of acceptance of candidature, the signatures of 750 sponsors. Only persons eligible to vote (see paragraph "Franchise" below) are eligible to sign as sponsors.

### THE ACT OF VOTING

Each list of approved candidates is allotted a letter of the alphabet by the Central Elections Committee. In every polling-booth slips bearing the sign-letter of every party are available for the voter.

The voter, on arrival at a polling-station, presents himself, together with his identity card, to the Polling-station Committee. His name is checked, and, if it is in order, it is crossed off the voters' list. He then proceeds to a screened-off polling-booth. Here, in secrecy, he chooses the slip bearing the letter of the party he wishes to vote for, places the slip in an envelope, which he seals. He then drops this envelope through a slit in the ballot-box in the presence of the Polling-station Committee. Every voter, after voting, has his identity card stamped and perforated to show that he has already voted.

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### FRANCHISE

At the last elections all persons born in 1932, or earlier, who were registered by the Residents Registration Department of the Ministry of the Interior (illegal entrants into Israel excepted) on the 31st March, 1951, were eligible to vote. The total number of voters was more than 800,000 out of a population, on 1st March, 1951, of 1,414,500. (In the elections to the First Knesseth held in February 1949 there were 506,567 eligible voters.)

The franchise is extended to as many people as possible, including new immigrants who have been in the country for only a few months and are still in the process of settlement. As a result, the compilation of proper voters' lists requires a complex organization. Identity cards have to be issued to thousands of people who have not yet received them, and all eligible voters have to be allocated to specific polling-stations. Between the time of their registration by the Residents Registration Department of the Ministry of the Interior, and the publication of the voters' lists, many new immigrants change their addresses, and consequently do not find their names on voters' lists of the polling-stations where they expect to vote. All such persons are entitled to submit appeals to the Ministry of the Interior, and in the event of an unsatisfactory answer, to the District Court. A special apparatus is established to enable such appeals to be dealt with speedily, in order to ensure that all who are eligible shall have the right to vote. The final corrected voters' lists and all supplementary voters' lists made up of names added as a result of appeals, including names which are transferred from one polling-station to another, must, under the Election Law, be in the hands of the Polling-stations Committees.

### CANDIDATES

At the last elections persons born in 1929 or earlier, registered with the Residents Registration Department of the Ministry of the Interior on the day the lists of candidates were submitted (illegal entrants into Israel excepted), were eligible to stand as candidates for election. Civil servants (with the exception of teachers) and soldiers, both regular and conscripts, who wish to stand as candidates must be given leave of absence from their posts from the date of submission of the lists of candidates until election day. If elected, they must receive leave of absence for the full period of their membership of the Knesseth. Judges are not allowed to stand as candidates.

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### POLLING-STATIONS

As far as possible, polling-stations serve not more than 1,000 voters. In rural areas some polling-stations have no more than a couple of hundred voters. Polling-stations are open on election day from 6 a.m. to 11 p.m. A special amendment to the Election Law, however, lays down that in small places, where polling-stations have 350 or less eligible voters, the polling-station will be open only from 8 a.m. to 9 p.m. on election day.

Every voter is allotted to a specific polling-station in the area of his place of residence, and allowed to vote only at that polling-station.

### SOLDIERS' VOTE

The names of all men and women in the armed services who are eligible for the vote appear in the ordinary voters' lists of the polling-stations nearest their homes. For practical purposes, however, special polling-stations are set up in military establishments, where soldiers on duty are able to vote.

In military camps a large notice-board displays the party lists of all candidates, the party platforms, instructions on voting procedure, and the location of the polling-station in the camp. Party platforms are displayed in standardized form, each of equal size. No direct political propaganda is allowed in army establishments. Notices of political meetings by the various parties outside the camps may be displayed, in standardized form, inside the camps.

### BUDGET

The Central Elections Committee is allocated a budget by the Knesseth for the purpose of running the elections. This budget covers the expenses of the Regional Elections Committees and the Polling-stations Committees.

The senior administrative staff of the Central Elections Committee is composed of Government officials seconded to the Central Elections Committee. The junior staff is specially hired for the purpose. The total number of people employed by the Central Elections Committee, Regional Committees and Polling-stations Committees varies according to needs. The administrative staff for the central administration consists of from seventy to eighty persons, about half of whom are Government officials. The Regional Committees each employ three to five persons. Casual labour employed for a day or more has varied considerably from time to time, and place to

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place. (The Ministry of the Interior has allocated a special budget in connection with the compilation and printing of the voters' lists, and the publication of notices to the public in connection with these lists.) The budget of the Central Elections Committee, in addition to salaries to staff, has been used as follows: for the publication of notices to the public in the newspapers on election procedure; for all the materials required for the purpose of the elections, including the making of ballot-boxes, screens to ensure secrecy in the polling-stations; for hire of premises and furniture and other equipment for polling-stations; printing of stationery, including voting slips; transport and general administrative expenses.

### RESULTS OF THE ELECTIONS

Seats in the Knesseth are allotted by dividing the total number of valid votes cast throughout the country by 120, in order to find the number of voters required for each seat. The number of votes received by each party list will then be divided by this index figure. For instance, if 720,000 votes are cast throughout the country, the index figure per seat will be 6,000. If a party receives 14,000 votes, the party is immediately allotted two seats and has a surplus of 2,000 votes. After the seats have been allocated by this process, a small number of seats will still probably be left unallocated, owing to the surplus votes. Those unallocated seats will then be allotted to the parties in the order of the size of their surplus votes.

No party receiving less than 1% of the total vote is allotted any seat even if the number of votes received by this party exceeds the index figure.

The results of the elections must be published, according to the Election Law, in the Government Gazette, not later than fourteen days after completion of the counting of the votes.

### SPECIAL REGULATIONS

Under the Election Law, no canvassing or other propaganda is allowed on election day within twenty-five metres of the polling-stations. From 7 p.m. on the eve of the election no public election propaganda meetings, demonstrations, use of loudspeaker cars, or broadcasts, are permitted anywhere in the country.

The day of elections is declared a statutory holiday, but transport and other public services continue to function.

Regulations have been laid down fixing the maximum size of election posters that may be published, and restricting rent of

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halls to be used for election meetings. In some district parties mutually agree to forgo loudspeaker vans.

In immigrant camps, all public halls are placed equally at the disposal of all political parties.

### THE LISTS OF VOTERS

The following was the list of approved parties at the election for the Second Knesseth in July 1951, with the number of candidates submitted for election:

<i>Party</i>	<i>No. of Candidates</i>
Mapai . . . . .	119
Mizrahi . . . . .	77
Agudath Israel . . . . .	43
Agudath Israel Workers . . . . .	79
Hapoel Hamizrahi . . . . .	118
Heruth . . . . .	120
Israel Faithful—Union of Sephardim and Ashkenazim . . . . .	49
Israel Association of Yemenites . . . . .	69
Mapam . . . . .	120
Sephardic and Oriental Communities . . . . .	33
Progressives . . . . .	119
General Zionists . . . . .	120
Israel Communists . . . . .	120
Israel Arab Democrats . . . . .	10
"Progress and Work" (Arab List) . . . . .	6
"Farmers and Development Party" (Arab List) . . . . .	7
New Immigrants and Ex-Soldiers . . . . .	16

Twenty-one lists in all were submitted to the Central Elections Committee, four of which were disallowed on technical grounds.

*Note.*—The Knesseth consists of 120 members, which is the maximum number of candidates that can be submitted by any list. In the elections to the First Knesseth there were twenty-one lists of candidates submitted to the electors, including the United Religious Bloc, which was a union of four parties.

### COMPARATIVE FIGURES

For the First Knesseth, in February 1949, the total of eligible voters was 506,567, and the number of votes cast was 440,095. For the Second Knesseth 695,007 votes were cast. The total of eligible voters was 773,000.

### POLITICAL PARTIES

There are at present seventeen political parties, of which two failed to obtain any seats in Parliament.

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The result of the elections in July 1951 for the Second Knesseth was as follows:

Votes cast . . . . .	695,007
Invalid votes . . . . .	7,515
<b>VALID VOTES</b> . . . . .	<b>687,492</b>

Distribution of votes among the parties and the allocation of seats to the parties in the Knesseth were as follows:

	<i>Votes Received</i>	<i>Per- centage</i>	<i>Seats in Knesseth</i>
Mapai . . . . .	256,456	37.3	45
Mizrahi . . . . .	10,383	1.5	2
Agudath Israel . . . . .	13,799	2.0	3
Agudath Israel Workers . . . . .	11,194	1.6	2
I Hapoel Hamizrahi . . . . .	46,347	6.75	8
Heruth . . . . .	46,651	6.65	8
Israel Faithful—Union of Sephardim and Ashkenazim . . . . .	4,038	0.6	—
Israel Arab Democrats . . . . .	16,370	2.4	3
Israel Association of Yemenites . . . . .	7,965	1.2	1
Mapam . . . . .	86,095	12.5	15
"Progress and Work" (Arab List) . . . . .	8,067	1.2	1
Sephardic and Oriental Communities . . . . .	12,002	1.8	2
"Farmers and Development Party" (Arab List) . . . . .	7,851	1.15	1
Progressives . . . . .	22,171	3.2	4
General Zionists . . . . .	111,394	16.1	20
Israel Communists . . . . .	27,334	4.0	5
New Immigrants and Ex-Soldiers . . . . .	375	0.05	—
	<hr/> 687,492	<hr/> 100.0%	<hr/> 120

Each party put up as many candidates as possible, not exceeding 120. The leading parties all put up the full 120; Mizrahi put up 77, the Agudath Israel 44, Agriculture and Development 7, Democratic Israeli Arab 11, Progress and Work 6, Agudath Israel Workers 72, the Ex-Soldiers and New Immigrants Union 16, the Israeli Yemenite Association 2, World Knesseth Israel 55, Yesharon 4, Israel Faithful, Sephardi and Ashkenazi Union 51 and the Peace Party 2.

The platforms of the various parties, as submitted by themselves, were as follows:

### (*Aleph*) MAPAI

The electorate is called upon to ensure a stable majority to the Israel Labour Party. The party's policy for the next four years is:

1. *Home Policy.* To safeguard the security of the State and preserve its well-being under all conditions; to bring the

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population up to two million; to double the number of agricultural settlements; to strive for the economic security of every inhabitant; to raise labour proficiency; to develop the natural resources of the country and to perfect its economy; to build up a democratic regime based on the liberty of man, freedom of conscience and of religion, free elections, equality of rights and duties without discrimination of sex, community, religion, nationality or class; to continue the process of consolidating the full equality—civic, political, economic, social and cultural—of the Arab minority.

2. *Foreign Policy.* To ensure the sovereignty and liberty, both external and internal, and the international welfare, of the State of Israel; to be faithful to the principles of the United Nations; to strive for world peace and to support the prevention of aggression in the world; to foster friendly relations and mutual aid with all States which seek peace, freedom and justice, and which help Israel to consolidate her security and well-being; to strive for permanent peace and stable and normal relations with all the neighbouring countries, and to co-operate with them for the peace and progress of all the peoples of the Middle East.

### (Beth) MIZRAHI

Our primary duty is to ensure the sovereignty and safety of our country and to strive for the establishment of world peace. Our primary goal, whatever the sacrifice involved, is the ingathering of the exiles into Israel.

The cultural climate of our country should be determined by the tradition of our divine Torah. Our laws should be based on Jewish jurisprudence, and the Chief Rabbinate should be given a status befitting the religious and spiritual leaders of the nation.

The Sabbath should be recognized throughout the country as a sacred day of rest.

The Army should give every opportunity to orthodox soldiers to live in accordance with their faith.

Private initiative and competition should be encouraged: rationing and Government control should be limited. Inflation should be checked and income-tax gradations should be changed in accordance with the demands of a healthy economy. Health, unemployment and old-age insurance should be introduced by the Government. Investors should be assured of a fair return for their money and monopolistic trusts should be dissolved.



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### (Gimmel) AGUDATH ISRAEL

The people of Israel was created on Mount Sinai with the giving of the Torah. The State will fulfil its purpose only by observing the Torah, and its problems will be solved only through the Torah.

The ingathering of the exiles must be speeded up. Jews throughout the world are partners in this tremendous enterprise.

Education must be in accordance with the Torah. The coercion of new immigrants, the majority of whom are religious, must cease.

The laws of Torah are opposed to the military mobilization of women or their treatment as equals. The observance of the ritual laws and the purity of daily life, the Sabbath and the Jewish feasts, must be ensured.

The development of a secular legal code is viewed with anxiety. Jurisdiction should be in the hands of the Rabbinate.

In the economic sphere, the country should be open to private investors and administration according to a party key should be abolished. Labour exchanges and the sick funds should be controlled by the Government.

The party believes that members of Israel legations abroad should observe the Torah and serve as an example to Jews in the diaspora.

### (Daled) POALEI AGUDATH ISRAEL (*Agudath Israel Workers*)

*Israel is not a State as any other State* : the jurisprudence of the eternal Torah is the natural code for the people and State of Israel, and no school of jurisprudence other than the Holy Torah can guide us in our legislation.

*The Home* : the basic core of the people and the State is the family. Only strict observance of the laws of the Torah will save the home and family in Israel from destruction.

*Education* : until all education in Israel is in accordance with the Torah, we shall demand the continuation of separate educational trends.

*Human Rights and Liberties* : a formal constitution and written laws cannot ensure human rights and liberties or guarantee the preservation of God's image in man unless the laws are appropriately implemented.

*Employment* : a fair wage for an eight-hour work day is the basic requirement for safeguarding the worker against exploitation. Laws concerned with work and days of rest must be backed by a guarantee of full employment.

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*The Army* : a strong army is one of the important requirements for world peace. A militarist spirit must not, however, be introduced into the State. The original spirit of Israel, which maintains that we shall rise up not by force but by the spirit of God, must be introduced into the Army.

*Women in the State* : the Torah and the Jewish sages have always been concerned with the welfare of Jewish women. Formal equality only detracts from women's rights. The special functions assigned to women by the creator of the human race must be considered in framing laws governing the life of the family and of women in Israel.

### (Vav) HAPOEL HAMIZRAHI

1. The Torah must mould the pattern of the State's development, and the State's laws must be based on the Torah. The Second Knesseth must complete the basic laws in the spirit of the Torah.

2. Religious services must be available for all inhabitants of the State. The Ministry of Religious Affairs must be maintained and institutions attending to religious services must be based on the democratic organization of the orthodox public. Rabbinical jurisdiction must be equal in status to that of lay jurisdiction. Legislation must provide for a day of rest on the Sabbath and on all Feasts.

3. The Government of Israel must be a parliamentary democracy, and each citizen must be ensured freedom of expression, of conscience and of culture. The right of all citizens to obtain work must be absolute and equal.

4. The laws of personal status contained in the Torah must be strictly observed, in order to preserve the sanctity of family.

5. Men and women must be assured social and economic equality, the special functions of women being nevertheless maintained. Women must not be mobilized in the Army. In times of emergency, must serve only in a non-military capacity.

6. Education must not be subject to political influence, although the force of personal conviction and public opinion cannot be denied. The Theological Seminaries (Yeshivot) must be subsidized by the Government.

7. Political appointments in Government administration must be avoided, and Government offices should be reorganized in accordance with their needs, and not in accordance with the whims of individual ministers. Local authorities must be assisted and their authority extended. Taxation must be progressive.



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women, whether "religious" or "non-religious", must not be permitted. (g) Foreign policy must be conducted in a manner befitting the Chosen Nation and must serve as an example to all the nations of the world. *Equality and Justice*: (h) All citizens, without discrimination of communities or class, must enjoy equal civil rights. (i) The privileges granted to kibbutzim and to co-operatives must be curtailed. *Development and Initiative*: (j) Private and public initiative must be given every help and encouragement. Foreign investors must be encouraged and given the maximum of freedom. *Settlement*: (k) Each individual must have the right to obtain a plot of Government land and uncultivated K.K.L. lands must pass to a Government authority for distribution among Israel citizens. (l) The fertilization of the desert must be undertaken jointly by the Government, private capital and workers. Both the private investors and the workers engaged in this enterprise should be given plots of land as their own from the reclaimed land. *Freedom in Work and Economy*: (m) Employment exchanges must be taken over by Government and Municipal institutions. (n) Trade Unions and Chambers of Commerce must not be permitted to act as trusts and monopolies, blocking the path of private enterprise. *Political*: (o) The influence of the political parties must be curtailed and all political influence should be concentrated in the hands of the Government. (p) Government officers must consider themselves as servants of the public. *Purity, Honesty and Decency*: (q) Corruption, pressure and influence in Government administration and public institutions must cease.

### (Lamod) ISRAEL ASSOCIATION OF YEMENITES

*Faith, Religion and Education*: Through education, to preserve the traditional religious quality of the Yemenite community. *Economics*: To strive for the full equality of the Yemenite community in all spheres of economic as well as social life. *Community*: To preserve the independent community organization of the Yemenite Community. *Political Regime*: To prevent any political regime which seeks to create two classes of citizen in the State. The representatives of the Union of Yemenites in the Knesseth will demand:

1. The establishment of Ulpanim for Yemenite Rabbis and the assurance of an equal standard of living for Yemenite Rabbis with all other Rabbis.

2. State aid for the religious and spiritual needs of the Yemenite community.

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3. The establishment, in co-operation with the Government, of a panel of religious teachers to preserve the cultural values and traditions of Yemenite Jewry.

4. The increase of Yemenite settlements by the allocation of equipment and financial assistance to Yemenite settlers.

5. Decent housing in over-populated quarters, and adequate medical institutions in isolated districts.

6. The establishment of separate administrative and spiritual institutions and the supply of agricultural experts and teachers to Yemenite settlers.

7. The establishment of Government Employment Exchanges.

8. The acceptance of both male and female Yemenite clerks in Government administration.

9. Proper care for demobilized Yemeni soldiers, of war invalids and families of the fallen.

The Union of Yemenites will support any political regime which will achieve economic recovery, guarantee bread and work for every citizen, and ensure the spiritual and financial freedom of the individual as well as peace within the State and with its neighbours.

### *(Mem)* MAPAM

The United Workers Party struggles for the establishment of a progressive, democratic Government, based on a united front of the Labour parties. Mapam's programme, acceptance of which is the condition of its participation in the Government, is as follows:

1. The adoption of an overall plan for large-scale economic development and absorption of immigration.

2. The institution of a regime of freedom, social welfare and equality.

3. The acceptance of a policy of genuine neutrality to ensure peace in Israel and the country's independence.

Mapam's economic policy is based on the need for:

1. The nationalization of the natural resources of the country and of key industries.

2. Government control of essential imports.

3. Government control of prices and profits.

4. Progressive taxation on the lines of the British "PAYE" system.

5. Increased production to abolish the enormous disparity between exports and imports. Mapam regards Mapai's

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foreign policy aimed at identifying Israel with western strategic and military plans as fraught with danger for the Jewish people. It demands that Israel's independence be preserved and an active policy adopted to halt the drift towards a third world war and in opposition to the rearmament of Nazi Germany. In order to ensure peace and Israel's independence, Mapam is ready to enter a Government which would follow a policy of genuine neutrality and would lay down that Israel's territory, army and economic resources must not serve the aggressive purposes of war plans of any foreign Power; Israel must not accept loans, grants or military equipment with "strings" attached; Israel must not join any aggressive blocs or support one-sided decisions of U.N. On the other hand, Israel would support every effort to preserve peace (such as the banning of atomic weapons, the limitation of armaments, the conclusion of treaties of friendship between the Big Powers). Mapam will mobilize all the progressive forces in the nation in support of its policy. It will oppose subservience to the Imperialist Powers and the drift towards war with the U.S.S.R.

### (Samech Tzadi) SEPHARDIC AND ORIENTAL COMMUNITIES

The elected representatives of this list will co-operate in the Second Knesseth with the representatives of the General Zionists, whose programme they accept. In addition, representatives of this party will press for:

(a) an increase in the immigration of Jews from the Arab countries; (b) the granting of adequate compensation to Jews whose property was lost in the Arab countries; (c) the removal of all discrimination against members of the Sephardic community, and the achievement of complete equality for every citizen in the State, without distinction of class or community; (d) the introduction of a uniform State education based on the Torah, and the abolition of the system of "trends"; (e) the strengthening of Israel's ties with the diaspora, increased assistance to implement the ingathering of the exiles and their integration into the State; the encouragement of investment and the attraction of capital; (f) the exemption of every breadwinner with more than five children from the payment of direct taxes; (g) increased and non-discriminatory assistance to demobilized soldiers in their reintegration into civilian life.

### (Peh) PROGRESSIVES

The social and professional composition of the Progressive Party—which includes members of kibbutzim and moshvei

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ovdim, private farmers, merchants, clerks, industrialists and the free professions—marks the Progressives as a “Left Centre” party as opposed to the General Zionists who are “Right Centre”.

*Economic Programme.* The Progressive Party advocates planning, controls and Government intervention in economic affairs in order that the economic development of the country may be adapted to the aims of political Zionism. Its slogan is: “Planning for the sake of freedom”. The Progressives object to any form of Socialism and insist that all types of economic development be treated equally.

*Labour Policy.* The Progressives—a large number of whom are members of the Histadruth—support the Trade Unions but oppose a policy of annual wage increases, believing that wages and prices should remain fixed during the period of mass immigration. The Progressives also demand that the Histadruth engage exclusively in pioneering undertakings and cease to compete with private enterprise in commerce and industry.

*State Control.* The Progressives advocate the transfer of the control of labour exchanges, the sick funds and education from political parties and labour organizations to the State. The Progressives demand that control of public transport be taken out of the hands of the private co-operatives and placed in the hands of the Government.

### (Tzadi) GENERAL ZIONISTS

The State of Israel does not exist for its own sake but as an instrument for the implementation of the Zionist ideal.

Freedom of the individual is the basis of national welfare and progress.

Freedom of religion, of initiative and expression, of lawful organization are essential.

From these principles, follows the General Zionists' programme:

1. Adequate legal status for the World Zionist movement.
2. Friendly relations with all foreign countries, particularly with those facilitating contact with world Jewry; peace with the Arab States based on strength rather than on need.
3. Economic absorption of mass immigration by active encouragement of investment; the maintenance of an adequate standard of living by increased capital import and increased productivity; freedom of initiative; the abrogation of controls, censorship and all emergency regulations as soon as this is feasible; revision of the taxation system.

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4. State control of education, labour exchanges, medical and social services.

5. Parliamentary control of the Executive; autonomy for Local Government.

### (Kuf) ISRAEL COMMUNIST PARTY

The Israel Communist Party fights for peace and is opposed to the entry of Israel into any aggressive bloc. It fights for Israel's economic, political and military independence and is opposed to any foreign supervision of the Army or the grant of strategic bases to the Anglo-American war-mongers. The Israel Communist Party is opposed to enslaving loans whose acceptance involves military obligations. It favours the full industrial and agricultural development of the country, the nationalization of natural resources and water sources, and the abrogation of all concessions—the Potash Company, the Electric Corporation, the Haifa Refineries, the Petroleum Companies—which purposely frustrate Israel's economic development. The Israel Communist Party favours the imposition of property taxes and compulsory loans on the bourgeoisie; the freedom of agriculture from dependence on foreigners and exploiters; and commercial and economic links with foreign States only on the bases of a respect for Israel's sovereignty, mutual benefit and maximum barter. The Israel Communist Party wants a democratic regime. It is opposed to the British emergency laws and to all other emergency laws granting dictatorial power to the Government. It favours the grant of full and equal rights to the Arab minority and is opposed to the military government of Arab areas. It wishes to see local Government bodies elected democratically. It supports progressive labour laws, a forty-hour week and the social insurance of all workers at Government expense. The Israel Communist Party would like to see a progressive system of taxation and the imposition of high property taxes on war profits. Such a progressive fiscal policy will enable the standard of living of the people to be raised and will permit the absorption of the new immigrants. The Israel Communist Party supports a united labour front in opposition to the bourgeoisie. As a basis for a united labour front, the minimum programme of the Israel Communist Party is as follows: peace must be defended; Israel's independence must be preserved; democracy must be supported; the economic development of the country and the absorption of the immigrants must be ensured; the interests of the masses must be protected. The Israel Communist Party favours a



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People's Government of all the labour parties and the middle classes working for peace and independence, for democracy and for the workers.

### *(Yud Daled)* ISRAEL ARAB DEMOCRATS

1. Military government must be abolished as soon as possible, having regard for the safety of the State.
2. Civil identity cards must be issued to every Arab resident in Israel.
3. The reunion of Arab families must be effected speedily and fully. The scope of the programme must be widened.
4. As far as practicable, Arab villagers resident in Israel must be permitted to return to their former homes, or resettled in suitable places. Sufficient land to ensure them a livelihood must be allocated to them.
5. All property still held by the Custodian under the Absentee Property Bill must be returned to Arab owners legally resident in Israel.
6. Arabs and Jews must receive equal pay and be paid the same prices for their agricultural produce.
7. The Israel Arab Democrats will co-operate with the authorities in promoting the economy of the State and fighting the black market, monopolies, smuggling and inflation.
8. Regional labour exchanges must be established for all those seeking employment without distinction.
9. Water must be supplied to Arab villages.
10. Arab villages must be developed by the implementation of irrigation projects, by mechanization, the building of roads, the improvement of transport, postal and telephone communications and the installation of electricity.
11. The organization of urban and rural co-operatives must be encouraged.
12. The compulsory education law must be fully implemented so as to bring Arab schools up to the level of Jewish schools.
13. Secondary education for Arab pupils must be extended and industrial and agricultural schools must be set up.
14. Medical services to Arab villages must be extended and regional hospitals must be built.
15. All citizens must receive equal rations.
16. Progressive employment and social insurance laws must be enacted.
17. Arab citizens must be properly represented in all spheres of public life through organization of local councils and by representation on official and semi-official boards.

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18. The use of Arabic for all official contacts with Arab citizens must be encouraged.

19. Israel must co-operate, through the United Nations, with the forces of peace and progress in the world, in order to avoid wars, ensure world peace and improve the conditions of the Asiatic and African nations politically, economically and socially.

20. The Israel Arab Democrats support all endeavours leading to permanent peace and the establishment of friendly relations between Israel and its neighbours for an effective, just and feasible solution of the refugee problem.

### (Nun) "PROGRESS AND WORK" (*Arab List*)

1. To secure the reunion of Arab families and the extension of the existing law to cover as many relatives as possible.

2. To solve the problem of the Arab refugees in Israel and to ensure their resettlement in agriculture, trade and industry, and in the development of their towns and villages.

3. To abolish military government in Arab areas.

4. To propagate the use of Arabic as an official language in correspondence and conversation with Arabs.

5. To ensure secondary education for all Arab students and full implementation of the compulsory education law.

6. To amend the Absentee Property Law in the interests of all Arabs allowed to reside in Israel; and to secure the return of their lands and properties.

7. To obtain priority rights for Arab refugees in Israel and the poor and the needy in the allocation of abandoned lands and property in Arab villages.

8. To improve the condition of the Arab cultivator (Dellah) by (a) the use of modern agricultural equipment, the supply of manure and good quality seeds; (b) the grant of sufficient long-term agricultural loans at a low rate of interest; (c) the execution of irrigation plans; (d) the organization and encouragement of producer-co-operative associations in all Arab villages in Israel so as to prevent the exploitation of the farmer by monopolists; (e) the organization of local councils and health centres in Arab villages and the provision of water; (f) the opening of agricultural and industrial schools and the despatch abroad of groups in need of specialist training.

The List of "Progress and Work" will co-operate with all responsible elements in the State to fight the black market, ensure security and safeguard the rights and duties of the citizens.

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(*Ayin*) "FARMERS AND DEVELOPMENT PARTY" (*Arab List*)

The party favours the abolition of military government in Arab areas, the conclusion of peace with the Arab States and the preservation of world peace.

It believes the law for the Reunion of Arab Families should be broadened in scope and its implementation hastened. The Absentee Property Law should be amended so as to restore the property rights of Arabs resident in Israel.

The party will fight for the acceptance of the Arabs as full and equal citizens and itself accepts the citizens' duty to observe the laws of the State.

It considers the independence of local councils should be increased and is opposed to all monopoly companies.

The price of Arab agricultural produce should equal the price of Jewish agricultural produce. Arab farms should receive the same assistance from the State as Jewish farms. Arab farmers should receive long-term loans. The sum representing the present difference in the price of Arab and Jewish agricultural produce should be handled by a committee and used for the improvement of health, educational and other facilities in Arab villages. Unemployment should be fought by the creation of employment, and Arab workers should receive the same wages as Jews. Labour organizations, co-operating with the Histadruth, should be formed in all Arab villages to improve the condition of the worker and ensure that he is able to participate in the social and educational services of the Histadruth. A full medical and efficient transport service should be available for the Arab community. Water and electricity should be available in Arab villages and roads approaching Arab villages should be improved.

The Party will support the rationing laws and fight the black market and inflation. Educational facilities for Arabs must be extended and the compulsory education law implemented in Arab areas. Arab students must be enabled to enter the Hebrew University and other institutions of higher learning in Israel.

### (*Shin*) NEW IMMIGRANTS AND EX-SOLDIERS

(a) Complete equality for new immigrants and veteran settlers; (b) the present dwellings of persons receiving Government housing to be placed at the disposal of new immigrants and discharged soldiers without means. A "competent authority", which shall include representatives of new immigrants and discharged soldiers, to be created to deal with this;

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(c) immigrants eligible for compensation from Germany to receive this compensation without any deductions; (d) the Army, Government administration and the Police to be freed from party influence; (e) the pay for army reservists to be improved and the service reorganized; (f) priority to be given to all discharged soldiers, new immigrants, as well as veteran settlers, seeking housing and suitable employment.

### GENERAL TREND

The Socialist Mapai party, the present leading party, owes its strength largely to the Trade Unions. It is well-disposed towards the Americans, the British and the French, except when they are at all anti-Zionist in policy. Mapam is the left-wing party, and inclines to be pro-Russian, except when the Soviet Government is anti-Zionist, which it usually is.

In the First Knesseth, the Mapai, not having a clear majority, was obliged to seek support from the religious bloc. The coalition came to an end largely over educational matters, the religious bloc refusing assent to certain Government measures. At the election, though the vote of the new immigrants, many of them from Asiatic countries, was uncertain, Mapai hoped to obtain a clear majority. It gained only forty-five seats, and Ben-Gurion was therefore obliged once more to seek a coalition. In spite of Mapai being no better off, the general tendency was to the right centre. The new immigrants' vote had not brought about any marked swing.

### MEMBERS OF THE GOVERNMENT

The members of the Government, that took office from 9th October, 1951, are as follows:

<i>Name</i>	<i>Portfolios</i>	<i>Party</i>
BEN-GURION, DAVID . . .	Prime Minister and Ministry of Defence.	Mapai.
ESHKOL, LEVI . . .	Ministry of Agriculture and Development.	Mapai.
BURG, DR. SHLOMO JOSEPH	Ministry of Health.	Hapoel Hamizrahi.
DINABURG, PROF. BEN-ZION	Ministry of Education and Culture.	Mapai.
JOSEPH, DR. DOV. . .	Ministry of Trade and Industry.	Mapai.
LEVIN, RABBI Y. M. . .	Ministry of Justice.	
LEVIN, RABBI Y. M. . .	Ministry of Social Welfare.	Agudath Israel.
MYERSON, GOLDA . . .	Ministry of Labour.	Mapai.
NAPHTALI, PEREZ . . .	Minister without portfolio.	Mapai.

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<i>Name</i>	<i>Portfolios</i>	<i>Party</i>
PINKAS, DAVID ZVI . . .	Ministry of Transport and Communications.	* Mizrahi.
KAPLAN, ELIEZER . . .	Ministry of Finance.	Mapai.
SHITREET, BECHOR SHALOM	Ministry of Police.	Mapai.
SHAPIRO, MOSHE . . .	Ministry of the Interior.	Hapoel
	Ministry of Religious Affairs.	Hamizrahi.
SHARETT, MOSHE . . .	Ministry of Foreign Affairs.	Mapai.

### BIOGRAPHICAL NOTES ON MEMBERS OF THE GOVERNMENT

*David Ben-Gurion*—Prime Minister and Minister of Defence.

Born: Poland, 1887.

Education: Traditional Jewish education.

Profession: Agricultural Pioneer, member of Zionist Executive.

Married, 1916; one son and two daughters.

David Ben-Gurion, the first Premier of the State of Israel, has devoted his life to Zionism.

Born in Poland sixty-four years ago, the son of an orthodox family, he received a traditional religious education, but managed to secure for himself additional lessons on lay subjects and languages. While still in his early teens he became attracted to the embryonic Jewish Socialist movement (Poale Zion) in Poland, and helped to make it the political force it became in Jewish life throughout Eastern Europe. He lectured frequently in Hebrew, and during the pogroms of 1905—the year of abortive revolution in Russia—he took part in the Jewish self-defence movement and was one of the revolutionary speakers. As a result he found himself on the Tsarist black list, and decided to leave immediately for Palestine.

Being a veteran party leader, despite his youth, Ben-Gurion was singled out soon after his arrival, and was asked to stay in Jaffa to organize the local branch of the Socialist Party movement. He unhesitatingly refused, believing that a return to Zion must be synonymous with a return to the land, and set off for Petah-Tikvah, where he worked as an agricultural labourer for a year. From Petah-Tikvah he went to Rishon-le-Zion, where he organized a union at the wine cellars, and then to Sejera, in Galilee, where the first attempt to organize a co-operative settlement was made and where the first Jewish self-defence organization in Palestine—the Shomer—was founded.

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His vigour and ability singled Ben-Gurion out as a leader of the workers' party, and in 1906 he was elected chairman of the original congress of the Palestinian branch of the Poale Zion. It was at this time that he was instrumental in persuading the party to cease its attempts to use Yiddish as the language of the national revival and to turn, instead, to Hebrew.

Friction and law cases between Jews and Arabs began to increase at about this time, and by 1913 the need for trained lawyers became urgent, so Ben-Gurion, together with Yitzhak Ben-Zvi and Israel Shochat, left for the University of Constantinople in order to obtain a law degree.

Within a year they were back in Palestine. The First World War having begun, Ben-Gurion was a staunch supporter of the Allied cause, and held that the future of Zionism was dependent on a British victory. Life under Turkish rule became increasingly difficult, and in 1915 he was exiled by the Turks to Egypt, with the warning that he must "never set foot on Palestine soil again".

In Egypt, the future Israel Premier was held as a "political agitator", and steps were taken to hand him over to the Russians, on whose black list he was. The Russian Consulate in Cairo was persuaded by local Zionists to drop the charge against him, and he left with Ben-Zvi—who had also been exiled from Palestine—for the United States. Unceasingly active, Ben-Gurion set about organizing the Hechalutz (pioneer) movement, and helping to prepare Jewish youth in America for work in Palestine after the war. Later, when America entered the fight, he organized the American Jewish Legion, and returned to Palestine as a soldier, serving under General Allenby.

At the end of the war Ben-Gurion took part in the organization of the Achduth Avodah party (United Labour), and after the 1919 riots was sent on a political mission to London, where he made contact with the heads of the British Labour Party, and was elected to the Zionist Executive.

In 1921 he returned to Palestine and played a leading part in creating the General Federation of Jewish Labour in Palestine (Histadruth), of which he was General Secretary from 1921 until his election to the Agency Executive in 1933. In his capacity as Histadruth Secretary he initiated the attempts to organize Arab workers, to establish contact with Jewish workers abroad and to secure increased Labour representation in Zionist institutions.

Ben-Gurion travelled extensively during this period in Britain, Europe, the U.S.A. and the Soviet Union. In 1924 he

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officially represented the Histadruth at the agricultural exhibition in Moscow, where he unfurled the Zionist colours. During his stay in Russia he took a keen interest in the desire of Russian Jews to emigrate, and managed to secure exit permits for a number of members of the Hechalutz who had been banished to Siberia for Zionist activity.

In 1930, with the fusion of the Achduth Avodah and the Hapoel Hatzair into Mapai, Ben-Gurion became the leading figure of the united movement.

Following his election in 1933 to the Jewish Agency Executive and in 1935 to the Chairmanship of the Agency Executive in Jerusalem and to the Zionist Executive, he used all his influence to bridge the gap between the left- and right-wing groups in the Agency, but failed in his attempt to secure an agreement between the Histadruth and the Revisionist movement.

As Palestine came more and more into the limelight, and commission after commission was sent there to make recommendations on the country's future, Ben-Gurion grew skilled in outlining the Jewish case to the teams of investigators. Before the Peel Commission, the Anglo-American Commission and the U.N. Special Commission he spoke forcefully and confidently. To the Anglo-American Commission he said, "We shall not abandon the idea of a Jewish State, for it is a matter of life and death to us".

Opposition to the White Paper of 1939—with its restricted immigration and restrictive land laws—became the focal point of Jewish opposition to Mandatory policy, but when war broke out, some six months after the publication of the White Paper, Ben-Gurion announced: "We shall fight the war as if there is no White Paper and the White Paper as if there is no war". His sincerity on the first count was as unquestioned as on the second, for, while he bitterly condemned British policy for its betrayal, he threw himself whole-heartedly into the recruitment of Jews for the British army and the formation of a Jewish Brigade (finally formed in 1944).

When the war ended and the British Labour Party failed to live up to its election promises, preferring to follow the path of the White Paper, Ben-Gurion became more and more outspoken in his demand for the establishment of a Jewish State. Nevertheless, he opposed the actions of the dissident groups most forcefully, and, while believing in the necessity of a strong self-defence organization (Haganah), was never an advocate of political terrorism.

Following the U.N. Partition Resolution of 29th November,

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1947, and the subsequent chaotic disruption of the Mandatory regime which, in accordance with its conception of neutrality, refused to implement the resolution, Ben-Gurion was elected Chairman of the National Council and placed in charge of security and defence.

On 14th May, 1948, it was the task of David Ben-Gurion to declare the establishment of a Jewish State, "to be known as Israel".

Throughout the war against the Arab armies, which followed the end of the Mandate on 15th May, the Prime Minister and Minister of Defence of the Provisional Government of Israel played a leading part in organizing and directing operations, and when the Provisional Government became a duly elected Government, after the January 1949 vote, Ben-Gurion, as the leader of the majority party, Mapai, became Prime Minister and Minister of Defence.

*Levi Eshkol*—Minister of Agriculture and Development.

Born: Ukraine, 1895.

Education: Vilna High School and Religious School.

Married; four daughters.

Immigrated to Palestine in 1914. Member of the Jewish Legion; one of the founders of Degania Beth in the Jordan Valley and later of Kiriath Anavim in the Jerusalem hills; member of Histadruth's Agricultural Centre; member of the Board of Directors of Amidar, Workers' Bank, Nir Ltd.; former member of Assefat Hanivcharim. Treasurer of the Jewish Agency and Director of its Settlement Department; member of the Jewish Agency Executive. Member of the Second Knesseth (Mapai).

*Dr. Shlomo Joseph Burg*—Minister of Health.

Born: Germany, 1909.

Education: Universities of Berlin and Leipzig (Ph.D.), Beit Hamidrash of Hildersheimer, Berlin, where he received Rabbinical diploma.

Profession: teacher.

Married; one daughter.

Early member of religious pioneering movement, Dr. Burg was associated with the Palestine Office in Berlin, and under the Nazi rule was active on behalf of the Youth Aliyah.

Immigrated to Palestine, 1939.

On teaching staff of Herzlia Gymnasium, Tel Aviv, 1940-45. Active in adult education for World Mizrahi. Member of Executive of Hapoel Hamizrahi. Delegate to Twenty-first



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and Twenty-second Zionist Congress. Deputy Speaker of First Knesseth. Member of Second Knesseth (*Hapoel Hamizrahi*).

*Prof. Ben-Zion Dinaburg*—Minister of Education and Culture.

Born: Ukraine, 1884.

Education: Universities of Berne and Berlin, Institute of Jewish Studies in Berlin, Yeshivot of Tels, Kovno and Vilna.

Profession: Professor (Modern Jewish History at the Hebrew University).

Married; one son.

Immigrated to Palestine, 1921. Lecturer at Hebrew Teacher's Seminary in Beit Hakerem; 1923-27, member of the Seminary's administration; 1943-48, director of Seminary; 1936-47, lecturer at Hebrew University; 1947, appointed Professor of Modern Jewish History; currently, Dean of Faculty of Humanities and member of Executive Council of Hebrew University.

Joined Labour Zionist movement in Russia in 1903 and the Jewish Self-defence Organization in 1905. Represented Mapai at Eighteenth Zionist Congress. Member Jewish Community Council of Jerusalem and member of First Knesseth and Second Knesseth (Mapai).

Author of a number of books and essays on Jewish history and culture.

*Dr. Joseph Dov, Ph.D., LL.B.*—Minister of Trade and Industry, Minister of Justice.

Born: Montreal, Canada, 1899.

Education: London and McGill Universities.

Profession: Legal Adviser.

Married; one son, two daughters (one killed in action).

Settled in Palestine, 1921. Detained in Latrun, 1946. Undertook several missions abroad for Jewish Agency.

*Rabbi Yitzhak Meir Levin*—Minister of Social Welfare.

Born: near Gur, Poland.

Education: son of the Rabbi of Bendin, Poland and brought up in ultra-religious surroundings.

Profession: Rabbi.

Married; three children.

Followed his father in Rabbinical duties. Was member of Community Council for Warsaw. Particularly devoted him-

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self to youth education. Went to Palestine on Nazi invasion of Poland. Was Minister of Social Welfare in the Provisional Government. Took a leading part in uniting the religious parties into one religious front.

*Golda Myerson (née Mabovitz)*—Minister of Labour.

Born: Kiev, May 1898, daughter of a carpenter.

Education: school in Pinsk and Milwaukee State School, High School and Teachers Training College.

Married.

During the First World War became active in efforts to send relief to East European Jewry, and from then onwards has always been engaged in Zionist and political activity. Moved to Palestine in 1921. Worked in an agricultural settlement, Merchavia, for first three years. Joined the Histadruth organization, and from 1928 was member of its Working Women's Council, and its representative on the Histadruth Executive Council. Became a member of the National Council of Palestine Jewry. In 1948 led a successful mission to the United States on behalf of aid for Palestine Jewish youth in Israel.

Was Israel's first Minister in Moscow (Mapai).

*Perez Naphtali*—Minister without Portfolio.

Born: Berlin, 1888.

Education: Berlin University.

Married; one daughter.

Immigrated to Palestine, 1933. Economic Editor, *Frankfurter Zeitung*, 1921–26. Manager Economic Research Bureau of German Labour Movement, 1926–33. Lecturer in Political Economy Haifa Technical College, 1933–36; Lecturer High School for Law and Economics, Tel Aviv, 1936. Former member of Tel Aviv Municipal Council. Member Histadruth Executive. Managing Director Workers' Bank, 1938–49. Member Assefat Hanivcharim, 1941–48. Has written widely on economic subjects. Member of First Knesseth and Second Knesseth (Mapai).

*David Zvi Pinkas*—Minister of Transport and Communications.

Born: Hungary, 1895.

Education: Vienna University and Rabbinical Seminary, Pressling.

Married; one son, one daughter.

Immigrated to Palestine, 1925. Municipal Councillor, Tel Aviv, since 1932. Member Governing Board Technical



XI LANDSCAPE IN THE GALILEE DISTRICT



XII MORNING PRAYERS IN A SETTLEMENT



CHRISTMAS IN A RUSS. ORTHODOX CHURCH

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College. Member Executive Mizrahi Organization. Former member Vaad Leumi. Member Board of Directors of Mizrahi Bank. Chairman of Finance Committee in First Knesseth (Mizrahi).

*Eliezer Kaplan*—Minister of Finance.

Born: Minsk, Russia, 27th January, 1891.

Education: Religious School and High School and Technical College in Moscow.

Profession: Civil Engineer.

Married; one son, one daughter.

Arrived Palestine, 1923. Served in various economic enterprises of Histadruth, and became member Tel Aviv Municipal Council, of the Jewish Agency Executive and Treasurer of the Jewish Agency from 1933 to 1948. Executive member of Histadruth and director of many of its enterprises. Minister of Finance in the Provisional Government (Mapai).

*Bechor Shalom Shitreet*—Minister of Police.

Born: Tiberias, Galilee, January 1895. Family originally from Morocco in mid-eighteenth century.

Education: Religious school and Alliance Israelite in Tiberias. Further religious instruction and passed as qualified Rabbi at sixteen.

Joined O.E.T.A. as a constable in 1919. Was appointed sub-lieutenant of police in charge at Tiberias. In 1918 was in charge of whole Tiberias district. Superintendent of Finger Prints Bureau, C.I.D., Jerusalem, 1921. Assistant Superintendent of Police, Tel Aviv, 1927. In Command of Police School, 1933 onwards. Appointed Magistrate, 1935. Chief Magistrate, Tel Aviv, 1945. Became Head of the Sephardic Committee (Mapai).

*Moshe Shapiro*—Minister of the Interior, Minister of Religious Affairs.

Born: Grodno, Poland, 1902.

Education: Religious and Rabbinical Seminary, Grodno.

Served in the Ministry of Religious Affairs of Lithuania, 1919. Studied at the Rabbinical School in Berlin, 1924-25. Was active in the Zionist movement, and attended the Thirteen World Zionist Congress in 1923 and the Fourteenth in 1925, when he was appointed to the World Committee of Hapoel Hamizrahi in Palestine, which was followed by other committee work for Zionism. In 1935 he was elected to the

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Jewish Agency Executive as an alternative member, and subsequently travelled abroad frequently in the interests of immigration.

In 1945 he became a full member of the Jewish executive. He was Minister of Immigration and of the Interior in the first Government of Israel (Hapoel Hamizrachi).

**Moshe Sharett, B.Sc. (Econ.)**—Minister of Foreign Affairs.

Born: Kherson in the Ukraine, October 1894.

Education: Herzlia Secondary School, Tel Aviv, and Istanbul University. London School of Economics and Political Science.

Married; two sons, one daughter.

In Palestine since 1906. Served in the First World War as a Turkish officer. Member of Poale Zion in England, and their delegate to the British Labour Conferences, 1920–25; member editorial board of *Davar* and editor of *Davar's English Weekly*; secretary of the Jewish Agency's Political Department, 1931–33, and its head until 1948; was active in recruiting Jews for the Allied Forces during the Second World War; arrested June 1946 by the Mandatory authorities and detained in Latrun; head of the Jewish Agency's delegation to the United Nations Organization and led Israel's delegation to U.N.O. Meetings in Paris and elsewhere. Member of the Executive of Mapai and Histadruth. Hobbies include the collection of contemporary sculpture and paintings.

## CHAPTER FOUR

### *The Ministry of the Interior:*

#### *Local Government and Police*

**D**ECENTRALIZATION of authority to elected councils—of municipalities, areas and districts and to the committees of settlements—is the chief feature of the administration in Israel.

In consequence, in no other country in the Middle East is the Ministry of the Interior so free of visitors, of petitioners and complainants, as is the Ministry of the Interior in Jerusalem.

Election to the councils is by proportional representation, on the lines of the elections to the Knesseth. The lower age-limit for voters is eighteen, for candidates twenty, and rating

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qualification for voters has been waived. Every male and female qualified by age is entitled to one vote, and to one vote only, however many residences or premises he or she may have. The Minister reserves the right to nominate members to represent any elements that may be unrepresented by the result of the election. Returning officers are nominated by the Ministry. The Mayor and the Deputy Mayor must be elected members, and are no longer nominated by the Central Government, as was the case under the Mandatory Government.

The cost and administration of education now come under the local government authorities and on the budget of municipalities, the Religious Services Department of the Government paying one-third and the municipality contributing two-thirds of the whole, inspection and direction coming only from the Ministry of Education.

The income of the councils is derived chiefly from :

- (a) Rateable value of houses, paid by owners.
- (b) Occupier's rates, paid by occupier.
- (c) Business tax, according to bye-laws of the municipality.
- (d) Indirect taxes.
- (e) Entertainment tax.
- (f) Municipal social welfare surcharge, i.e., in restaurants, for advertisement boards and advertisements in general.

The local district councils and the area councils are being gradually standardized, and the aim is to adopt the British local government system and move away from the Continental prefectural system. District Governors and officers, however, still exist, largely because of the military situation. At the end of the Mandate in May 1948 there were twenty-eight municipalities working, while at the end of 1951 there were 110, covering some 600 villages and settlements. Their total budgets amounted in 1951 to £1.30 million, of which 30-40% goes to education, the average annual cost per boy of eight to fourteen years being £1.60.

The principal legal powers held by the Minister of the Interior are derived from the Municipalities Ordinance, 1934, and the Local Councils Ordinance, 1941. These include most of the provisions on local government. In addition, certain powers held by the former High Commissioners in virtue of the Press Ordinances, which contain instructions with regard to printing and publication of newspapers and other printed matter, to books and to ownership of printing-presses, were transferred to the Minister. He also holds powers with respect to public performances, by virtue of the Public Performances

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(Censorship) Ordinance, Films Ordinance, Public Amusements Ordinance and Sale of Intoxicating Liquors Ordinance. He is empowered to appoint Commissions of Enquiry having special authority by virtue of the Enquiry Commissions Ordinance. He was also granted authority by the Time-saving Ordinance, 1940, enacted to permit the change of local time within the requirements of the law and for other purposes.

He was also charged with the implementation of the Population Census Ordinance, 1948, the Flag and Emblem Law, 1949, and the Firearms Law, 1949.

### STRUCTURE OF THE MINISTRY

In addition to the Central Office, the Ministry has six main divisions: Local Autonomy Division; General Administration Division; Town and Village Building Division; Press, Information and Film Division; Department of Finance; and Legal Adviser's Office.

*The Local Government Division* has four Departments: Urban, Rural, Immigrant Settlements, and Financial Control.

*The General Administration Division* has three Departments: General Administration, Minorities, and Population Registration.

*The Town and Village Building Division* has five District Departments and a Co-ordinating Department.

*The Press, Information and Film Division* has three sub-divisions: Press and Information Department, Documentation Section, and Film Department.

A special Department has been in charge of various minority affairs since the Ministry for the Minorities was closed. It acts through Officers for Arab Affairs, and deals with the reunion of Arab families within the State and outside; property and dwellings; petitions and complaints; local government in Arab towns and villages.

*The District Administration* represents the Ministry in the districts, and in certain matters, such as ceremonial and official celebrations, the Government as a whole. There are four District Offices—in Jerusalem, Tel Aviv, Haifa and Tiberias—and seven Sub-District Offices—in Rehovoth, Ramleh, Nathanya, Hadera, Nahariya, Affula and Safad. Gaza District (Migdal-Gad and Beersheba) is looked after by a Deputy District Commissioner in Tel Aviv.

### GENERAL ADMINISTRATION DIVISION

*The Department of General and District Administration* deals with the general administrative business of the Ministry, co-



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ordinates the activities of the District Offices and takes care of the municipalities of Jerusalem and Tel Aviv, in Jerusalem through the District Commissioner, in Tel Aviv directly, the Director of the Division exercising the powers of a District Commissioner for the purpose.

*The Minorities Department*, through Regional Officers, deals with the civil and administrative affairs of minorities and assists other Ministries in their regular work for the non-Jewish population, particularly in the sphere of education, supply and rationing and social welfare. It deals with petitions regarding absent kinfolk, ownership of real estate, release of non-absentees' property and requisitioned property, and payment of compensation for war damages; recommends the grant of building licences and agricultural loans, and the foundation of co-operative societies.

In general, it helps to integrate the minorities into the public life of the State, to reunite families in Israel, to move skilled workers to new places of work, and to find housing. In order to acquaint minorities with the aims and aspirations of the State and provide them with authentic information on current events, and, broadly, to give them civic education, it organizes such activities as broadcasts over "Kol Israel", the Arabic daily newspaper *Al-Yom*, and special Arabic "Carmel" news-reels.

In local government it guides the existing municipal and local councils, establishes new ones and deals with the nomination of mukhtars.

It attends to the municipal affairs of Arabs in mixed areas, and, where no local council exists, sets up local education authorities, which it supervises jointly with the Ministry of Education. It undertakes surveys and research work in statistical, economic and cultural matters, and has a say in Hebrew-Arabic transcription.

*The District Administration* supervises the work of municipalities, local and regional councils, and deals with estimates, rates, loans, grants, extension of areas, bye-laws, establishment of new authorities and elections. It is in charge of the District and Sub-District Town-planning Committees and Housing Commission, and of the licensing of firearms and explosives, the sale of intoxicating liquors, petition-writers, public guides, brokers, quarries, newspapers and printing-presses, private electric concessions and building, and public entertainment in outlying areas. It registers societies, mortgages of co-operative societies, changes of religion and plans of the electric corporations. The District Officers serve as coroners, and the District Commissioners and some District Officers are requisi-

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tioning authorities. The District Administration deals also with the award of birth grants, the establishment of rent tribunals, land disputes, traffic regulations and the issue of closing orders for shops and factories.

*Population Registration Department.* This Department began its work on 9th November, 1948, a day after the first general census of the inhabitants. It continues the registration of the population of the State and of its fluctuations. Thirteen District and Regional Offices were opened for the recording of new immigrants, births, changes of name, change of address, marriage, divorce, adoption, guardianship and deaths.

In addition to the thirteen Government Registries, the Department has opened some 500 local registration stations attached to local councils and committees of agricultural settlements and villages.

The registration questionnaires from which the Population Register is compiled are arranged by serial numbers, which are also the numbers on the identity cards. Any required address of a resident may be found in the alphabetical card-index system in all registration offices.

### LOCAL AUTONOMY DIVISION

At the end of 1951 twenty new local councils had been established since April 1949. In addition, fourteen District Councils, embracing 171 agricultural settlements, were founded. These councils provide general services, such as policing, public works, drainage and health, for all the lesser settlements in their area because the latter are small and have no means of maintaining efficient services themselves. The local committees of the settlements deal only with sanitation, paving of internal roads, and cultural affairs.

### JURISDICTION DISTRICTS, EXTENSION OF BOUNDARIES

The creation of new local authorities raised the question of municipal boundaries. The Division laid down the following principles: to take all possible precautions not to include agricultural areas within the jurisdiction of towns, since that might impart an urban character to agricultural areas, and thus be detrimental to agriculture; to restrict the expansion of urban settlements by surrounding them with a system of small agricultural settlements; to include industrial and public enterprises adjacent to urban centres within the jurisdiction of the latter so far as possible, which will benefit both the towns and the enterprises.

The financial activity of the local authorities has increased

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not only because of their expansion to cover 80% of the population, but also because they were required to provide services for the population, to absorb new immigrants, and to find employment for them. Their revenues in 1947-48 aggregated £1.6,700,000; in 1948-49 their balance showed a net value of about £1.10 million, while the total estimated budgets for 1949-50 were £1.20 million. In 1949-50 local authorities received the following sums: £1.1,200,000 in Government grants; £1.6,700,000 in Government and other loans; and official Government participation in various services amounting to £1.1,700,000. The local authorities have taken over the handling of transfer of public property, which was formerly dealt with by local committees and co-operative societies. The absence of appropriate legislation prevented the Division from completing such transfers except in a few cases. The Division set up agricultural committees, in connection with local councils, whose economy is based mainly on agriculture, in order to supervise the interests of their farmers. No local authority to which an agricultural committee is attached may decide on any agricultural issue without first hearing the opinion of the committee. In case of disagreement, the Ministry decides.

### TOWN AND VILLAGE PLANNING DIVISION

The duties of this Division are: to deal with problems of local authority planning and preparation of projects; to provide guidance and supervision; to control the execution of plans within the framework of national planning; to prepare regional plans together with other bodies engaged in national planning. The Planning Division of the Prime Minister's Office has five sections, corresponding to the geographical divisions of the country under the Mandate.

Each section has two units: one at the Kirya, engaged in planning, and the second in the main centre of each District, whose function is supervisory. Each local authority has a Town-planning Commission, which deals with questions of building and licensing within its jurisdictional area in line with authorized town plans. All the commissions which existed during the Mandatory regime were re-established, and commissions were set up for new authorities. There are now seventy-one.

After the Ministry had reassembled the collection of plans which had been scattered at the end of the Mandate, it introduced amendments to the existing town plans, which had become obsolete. The changes in the country were so great

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that it was imperative to amend the plans at the earliest possible moment.

There are four District Commissions—in Jerusalem, Tel Aviv, Haifa and Tiberias—which meet once a month and supervise the work of the local authorities in the sphere of building, co-ordinating local work with the requirements of national planning, as well as providing a legal framework for all development and building activities. The local town-building authorities receive their instructions from these commissions.

In their capacity as members of commissions and advisers to local authorities, the personnel of the Ministry prevailed upon the various authorities to change those development plans which had remained from the Mandatory period. With the assistance and guidance of the Ministry's staff, several local authorities are preparing new town-plans adapted to present needs and adjusted to the changes in the life of the State. In co-operation with the Jerusalem municipality, a scheme was drawn up for a new plan of the capital.

### PRESS, INFORMATION AND FILM DIVISION

*The Press Section* issues permits for newspapers and bulletins. The section supervises newspaper compliance with Press laws and takes action against newspapers published without permits or which publish material in contravention of the law. Numerous lectures were given under its auspices in public institutions and teachers' seminars on State problems and Government activities. The seminars were held in Jerusalem, Haifa, the Sharon District, Emek Hefer, Samaria and Upper and Lower Galilee. In co-operation with the Town Major, a seminar on problems of the State was held in Tel Aviv for Army officers.

In collaboration with the Film Department, a fortnightly news-reel is produced by "Carmel News" of political, cultural and economic events.

### THE POLICE

The principal powers of the Minister of Police are based on the Police Ordinance, which lays down regulations concerning the organization of the police, its discipline, rights and duties; and on the Prisons Ordinance, 1946, which contains similar regulations with regard to the State prisons.

The Minister holds specific powers by virtue of the Enquiry in Case of Fire Ordinance, 1937, and the Hard Labour Ordinance. He was charged by State legislation with the implementation of the General Amnesty Law, 1949.

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### STRUCTURE OF THE MINISTRY

The Ministry is composed of a Central Office, the Israel Police and the Prisons Service.

The Central Office has a director, a secretary-general, a legal adviser and a Public Relations Section.

The activities of the Ministry have been marked by a drive against a crime wave arising out of mass immigration, the release of soldiers from the Army, the changes in the country's economic system, and the infiltration of Arabs across the borders. All left their mark, and placed the Ministry and the Police Force and Prisons Service under considerable pressure. While their responsibilities increased, financial stringency made it impossible to expand the Force to the extent required in order to gain more efficient control.

### CENTRAL OFFICE

The Central Office of the Ministry keeps in touch with the Knesseth and its committees, and supplies them with information as required.

The Ministry has completed the screening of police personnel following the decision of a Government Committee of Enquiry on the composition of the police. A number of officers and policemen were discharged.

The Ministry dealt with the formalities required for acceptance of the Israel police by the International Commission of Criminal Police, and in July 1949 the Israel police was admitted as member.

Complaints against police and prisons personnel are investigated and the necessary measures taken to correct wrongs and punish offenders.

An Advisory Prisons Commission has been formed, composed of representative members of the public, judges and Government officials. Its duty is to advise the Minister and submit opinions on prison legislation, administrative machinery, medical service and buildings.

*Legal Basis.* The legal basis for the Force is provided by the Police Ordinance and the regulations issued at various times thereunder: enlistment, leave, property found, etc.

The ordinance was published in 1926, and subsequently amended a number of times. Important sections have become obsolete and require review and amendment, such as those dealing with the powers of disciplinary action, for example; other sections refer to the duties and conditions of service of

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supernumeraries, rural supernumeraries, etc. An important part deals with the powers of the police in connection with crowds and assemblies.

A recent decision to introduce changes in structure was a result of experience gained from daily work and of findings of members of the staff who had gone abroad to study methods (in England, the United States, France and Switzerland). The work of re-organization is not yet completed, nor has its final form been crystallized. So far, it has been decided to form two new branches: the Investigation Branch, which includes the Criminal Investigations Department (formerly called the Criminal Investigation Branch), and the Organizational Branch, which includes the Training Department (formerly called the Training Branch). The formation of these units and the assignment of their tasks have begun.

The Force is, so far, constituted as follows:

*General Headquarters* divided into three branches—Administrative, Organizational and Investigation.

*Administrative Branch.* This includes the Man-power, Quartermaster and Transport Departments, and the Pay Office.

The Man-power Department deals with recruiting, posting and disciplining of the Force, and with all matters affecting its morale, such as welfare, health and leave.

The Quartermaster's Department provides the enlisted men with lodging, equipment, food, clothing and weapons.

The Transport Department is responsible for the vehicles and motor-boats used by the Force, their maintenance and supply of fuel.

The Administrative Branch also handles public relations, finances, accounts and payments.

*The Organizational Branch* consists of the training, planning, communications and traffic departments.

*The Training Department* deals with the instruction and physical training of recruits. It is endeavouring to raise the professional standards of the Force by teaching modern methods and by cultural and sports activities.

*The Planning Department's* tasks include: study of questions and problems which arise in the course of police work; examination of modern methods with a view to adapting them to the conditions of work in Israel. It is also concerned with increasing the efficiency of working methods, with implementing the results of research, with operations, statistics and the organization of measures to prevent contraventions.

*The Communications Department* deals with the installation and maintenance of a network of wireless communications, plain

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speech and Morse, and the telephone and postal services of the Force.

*The Traffic Department* supervises road traffic, informs the public of the causes of accidents and of ways to avoid them, deals with accidents, apprehends violators of traffic laws, both drivers and pedestrians, and prosecutes traffic offenders.

*The Investigation Branch* is divided into a General and a Criminal Department, and deals with the investigation of offences and the arrest of offenders. It conducts criminal and economic investigations, tracks down criminal offenders and suspects, and recaptures absconded offenders. It keeps a record of law-breakers and of stolen, lost, found or confiscated property; records and classifies finger-prints, prepares legal cases and brings them to trial directly, or through the State Prosecutor; supervises the work of the Police Division as regards investigations and compiles information on contraventions of the law.

### ACTIVITIES

The Force has been confronted with a rise in the incidence of most types of offences (except murder, attempted murder and robbery). The increase of offences against morality (by about 300%) and assaults resulting in injury (by 150%) was caused mainly by post-war conditions, a factor in the increase of crime in every country, and because of a rapid growth of the population, bringing many economic and social problems.

The cases of robbery and thefts of animals were mostly committed by infiltrators from across the borders. Infiltration is exceedingly difficult to combat, owing to the political situation and the relations between Israel and the Arab States.

The rise in the number of thefts by breaking and entering is a result of the penetration of criminal elements into the community. The absence of police patrols in city streets, owing to shortage of man-power, is a contributory factor.

The rapid increase in the number of vehicles on the roads, the increased number of inexperienced drivers, the number of roads which are too narrow to carry the traffic load, the behaviour of some Army drivers, have all contributed to the rise in road accidents, which have reached disturbing proportions. Hundreds have lost their lives in accidents, thousands have been injured, and the damage to property has been heavy.

At the end of 1951 over 200 policemen were employed by the Traffic Department, many of them motorized police for road patrol. The Force recorded 36,697 traffic law contraventions.

Difficulties are encountered in investigation of accidents

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because of the indifference of the public. Many witnesses of accidents avoid appearing at investigations, even in the most serious cases, probably through fear of losing work and time.

Drug-smuggling declined noticeably, with the change in the composition of the population and with the closing of the borders of the countries which market and consume these drugs—Syria and Egypt.

On 31st March, 1950, the Force consisted of sixty senior officers, 158 inspectors, 645 non-commissioned officers and 2,354 policemen. This number includes 229 policemen and forty temporary additional police from the minorities group. In addition, the Force controls 325 supernumerary policemen employed by public institutions, such as the supernumeraries of the Jewish Agency in the immigrant camps.

In December 1949 a new wage-scale was introduced for inspectors, non-commissioned officers and policemen. The basic scale begins with a salary of £1.38 per month for a chief inspector. Various trade-pay grants and proficiency pay grants have been authorized.

Welfare activities, to improve conditions for the men of the Force, were carried out within the limits of a restricted budget, and included various forms of constructive aid.

Recruits are trained in courses at the training depot at Shafr Amr. Courses are held for non-commissioned officers, investigators, wireless operators, dog-handlers, demolition experts and finger-print specialists.

Examinations are held for officers in law subjects, criminal law, criminal trial, the law of evidence, and in other technical subjects. All senior officers, both those who are already posted and those who are still to receive their postings, were obliged to sit for these examinations.

The dog-tracking and patrol unit was expanded in 1950, and has nineteen patrol dogs and forty dogs in training for both types of work, at the Beit Dagon training depot.

There are twenty-nine Teggart buildings or fortified police-stations built under the Mandate, ten other Government buildings and sixty-eight rented buildings at the disposal of the Force. At the end of the year there were eighty-three police-stations and posts. The buildings, some of which were damaged in the course of the fighting and others occupied by the Army for a long time, are in need of much repair and renovation, but this cannot be done at present for lack of funds.

In 1951 there were 282 vehicles, sixty-nine motor-cycles and five motor-boats in use.

The communications system (wireless, telephone) was



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developed and perfected. The Communications Department is concentrating on improving existing equipment and building new apparatus.

The police bulletin, *Israel Policemen*, contains a variety of provisional material and articles discussing the problems of the police and policemen.

### PRISONS SERVICE

The functions of the Prisons Service are based on the Prisons Ordinance, 1946, and on regulations issued in accordance therewith at various times.

The headquarters includes the administrative staff, pay office, and supply, transport, medical, welfare and cultural branches.

The prisons are the Central Prison at Tel Mond, and the Jaffa and Ramleh Prisons.

### ACTIVITIES

*General Summary.* On 1st April, 1949, the Service had at its disposal only the Tel Mond Prison, where there were fifty-seven sentenced prisoners, including one woman, and thirty detainees. This number rose to 142 six weeks later, and it became apparent that this prison, with capacity limited to 128, would be unable to hold them all.

There was therefore urgent need to prepare additional space. The main section of the former Jaffa Prison, which was then occupied by the Army and used as a place of detention for soldiers, was adapted to hold 110 male and fifteen female prisoners. This entailed repairs and improvement of sanitary and security arrangements.

The increase in the number of prisoners necessitated an increase in establishment. The largest number of persons imprisoned at one time (on 19th February, 1950) has been 326. The staff at the same time numbered 204.

The general movement of prisoners in 1950 was as follows:

	PRISONERS SENTENCED	DETAINEES
Admitted . . . .	1,284	1,251
Released . . . .	1,076	1,166
	<hr/> 208	<hr/> 85

It should be pointed out that the beginning of the 1949-50 period was close to the general amnesty which was granted on 10th February, 1949. This partially explains the marked difference between the numbers of prisoners held at the start and later.

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### BUILDINGS

(a) *The Central Prison* at Tel Mond was a Teggart building during the Mandatory regime. After the establishment of the State it was fitted for its present purpose. There was need for many alterations, of all kinds. The Acre and Jerusalem prisons, used by the Mandatory Government, were closed.

As the work of the Service developed, and its approach to the problem of the prisoner became more progressive, it was evident that the Tel Mond building was too small to satisfy requirements or to provide all the occupational and educational needs, and that it lacked possibility of expansion and improvement. The large police-station on the Ramleh-Lydda road was therefore chosen as a new central prison, and alterations begun.

(b) *Jaffa Prison*. The building was used by the Mandatory Government as a prison for short-term sentences. When the State was founded, it was taken over by the Israel Defence Army for military detentions. In May 1949 it was made available to the Service, and measures were taken to adapt it for use as a civilian prison for sentences of not more than six months.

(c) *Ramleh Prison*. The Service received this building for the purpose of establishing a modern prison. A 170-dunam tract of land adjacent is included in the general plan. In the first stage of adaptation of the building to its immediate requirement it will be capable of accommodating up to 350 persons.

*Personnel*. The Service personnel wear special uniforms, and their salaries are based on a system analogous to that of the Police Force.

A senior official, whose rank is equivalent to that of a District Superintendent of Police, is in charge of the administration of the Service. His staff consists of two officials of a rank equivalent to that of an Assistant District Superintendent, two of the rank of inspector, and thirteen of a rank similar to that of non-commissioned police officers.

The staff also includes two officials of rank equivalent to Assistant District Superintendent who act as prison governors at Tel Mond and Jaffa; five officials with inspector's rank and 192 non-commissioned officers. In addition, there are a number of attached workers, who are not members of the Service, such as the prisons chaplain on behalf of the Ministry for Religious Affairs and two Hebrew teachers provided by the Ministry of Education. Several policemen serve as instructors in agriculture, carpentry, shoemaking, tailoring and plumbing.

## THE MINISTRY OF THE INTERIOR

*Prison Food.* Two kitchens are maintained for prisoners, an ordinary one and a special dietary one for sick prisoners. They are operated by expert cooks, who are assisted by prisoners. In view of the severity of the austerity regime, the prison diet was altered in consultation with the Ministry of Health, which determined the required amount of calories.

*Medical Service.* The Medical Service is well directed, and physicians assigned by the Ministry of Health visit each prison at least twice a week. Each prison has a clinic, and prisoners are given the necessary medical treatment.

Prisoners who need the services of a specialist or X-rays or blood tests are conveyed to places where they may receive such treatment, under guard.

There were 184 cases of special tests and surgical treatment of prisoners in hospitals; forty-four had X-ray tests made.

A dentist attached to the Service visits the prisons three times a week.

In the Jaffa Prison a temporary hospital was set up to accommodate sick and post-operative cases. Isolation rooms for contagious diseases have been provided at Tel Mond and Jaffa.

*Education and Culture.* A number of activities have been undertaken in an effort to correct the offender, to guide him back to normal life and prepare him for his re-integration into society after his release. The prisoners are given Hebrew lessons daily by trained teachers; once a week they are shown educational films; dramatic performances are given from time to time. The prisons have libraries containing books in various languages, and most of the daily newspapers. Tel Mond has a radio apparatus, over which news and lectures are broadcast by loud-speaker.

*Religious Requirements.* The prisons chaplain provides for the needs of observing prisoners. Prayers are held in congregation on the Sabbath and on holidays. On the holidays of non-Jewish prisoners, priests, ministers and shaikhs are invited to officiate.

*Occupation.* One of the most serious problems of the Service, still not solved, is that of keeping the prisoners fully occupied. Because of inadequate funds and lack of space, it was impossible to arrange for full-time occupation. Insufficient occupation has affected the behaviour of the prisoners and their morale. Measures were therefore taken to keep them busy at farming on a twenty-dunam stretch at Tel Mond and in small workshops at carpentry, plumbing, tailoring and shoemaking. They are also employed on building repairs, white-washing, painting, etc.

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*Behaviour.* Every prisoner sentenced to longer than a month is entitled to a remission of a third of his sentence, provided his behaviour is satisfactory. On the whole, behaviour was satisfactory. There were isolated instances of personal quarrels and two serious attempts at organized mutiny—on 18th July, 1949, and 25th January, 1950. The unrest may be attributed to idleness and to systematic incitement by prisoners wishing to escape. The prison authorities succeeded in controlling the situation, and restored order by isolating the mutinous prisoners.

Instances of escape are rare. On one occasion three prisoners got away from a clinic outside the prison walls, where they had been brought for treatment; another managed to saw through a grating at Jaffa. All four were recaptured by the police within a few days.

*Visiting.* All facilities are given for visiting by relatives, friends and advocates.

## CHAPTER FIVE

### *Justice: Basis of Israel Law. Organization of Civil Legal System and of Religious Courts*

IT should be remarked at once that there is so far no Israel nationality law, except for the President and Mrs. Weizmann. Another unusual feature is the absence of civil marriage law and of a civil divorce law, except that in the latter case there is a law dated 1951 making it illegal to divorce a wife except when an order authorizing the divorce has been received from a religious court, either Jewish or Muslim.

The civil and criminal law of Israel is based on British law, introduced under the Mandate, and that being so, not only are the procedure and appearance of the courts closely akin to those in British courts, but, because the law is founded in British law, British current cases, rulings and precedents are quoted, and therefore closely followed. Both the civil code and the land law, however, had absorbed the Turkish Muslim law current prior to the British Mandate.

The legal powers held by the Minister of Justice, by virtue of the laws of the Mandatory Government and of Knesseth legislation, are numerous. Only the principal powers are



XIII *top* VERZIL'YA BLAGI  
*bottom* SPORTS ASSEMBLY GROUND

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### STRUCTURE OF THE MINISTRY

The Minister presents all juridical matters of the State to the Government and the Knesseth, and is responsible for the activities of all the departments of the Ministry.

The Attorney-General, who is responsible for the legal, and the Director-General, who is in charge of the administrative work of the Ministry, provide the contact between the Minister and the Departments and the professional and administrative personnel of the Ministry.

The Attorney-General's Office is divided into the following fields of activity: advisory, drafting of legislation, legal planning, prosecution, formulation of laws, publication of the Official Gazette in Hebrew and Arabic, and editing and publication of judgments. It includes the Law Council and the Institute for Research in Jewish Law.

The Director-General's Office is in charge of the general secretariat of the Ministry.

The Ministry contains the following Departments: Law Courts; Land Office; Administrator General; General Registry; Assessment.

### OFFICE OF THE ATTORNEY-GENERAL

The Attorney-General is the supreme legal administrative authority of the State. He is in charge of State prosecutions, and chairman of the Law Council. It is his function to give legal advice to the Government and its Ministries, to give his opinion on matters of law to Knesseth Committees, to direct and centralize the preparation of material for legislation and to supervise official legal publications.

The *Advisory Department* provides legal advice to all Departments of the Ministry itself and to other Ministries. Its duty is to examine the activities of Government institutions with respect to their legality, to assist the legal advisers of the various Ministries, and to co-ordinate their work. All the material prepared by the Department, such as card indexes and registers containing definitions of terminology of laws, interpretations of terms used in law courts, and a detailed index of opinions and memoranda drawn up by its staff, are made available to the legal advisers.

Many legal questions arose with the establishment of Ministries, and the Department has given its opinion on all questions referred to it. It has prepared several hundred legal opinions and memoranda on matters which have been, or are to be, subjects for legislation. These opinions embrace every

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sphere of law—State and international—relating to the individual and the public, and in some measure constitute a guide for future Israel law.

### LEGISLATION

This work falls into two categories:

(a) *Laws enacted by the Knesseth.* Legal draftsmen follow the development of all draft legislation, from the time of its initiation to its enactment. The Legislative Department is responsible for the wording of all draft legislation introduced by the Government, whether originating from the Ministry of Justice or from one of the other Ministries.

The formulation of draft legislation requires close co-operation with the Ministry directly concerned, interministerial co-ordination, contact with public and economic bodies, study of the laws of other countries, study of the existing juridical situation in Israel, adaptation of the draft legislation to the general legislative system of the State, and strict attention to uniformity of phraseology of the laws and their terminology. Legal draftsmen attend the discussions of the Knesseth Committees where proposed laws are under consideration.

(b) *Subsidiary Legislation.* The function of the Department with regard to subsidiary legislation is similar to its function with regard to draft proposals prior to their introduction to the Knesseth—namely, co-operation with the Ministry concerned, interministerial co-ordination, contact with various interested groups, comparative legal research, attention to uniformity of phraseology, and so on.

*Legal Planning.* The function of this Department, which was formed on 1st July, 1949, is to deal with basic legislation, and particularly with the preparation of comprehensive laws in various fields of jurisdiction. It works in conjunction with committees composed of judges and lawyers, whose task is to study draft proposals for amendments or reform of existing laws, such as civil and criminal law, civil and criminal procedure, land laws and company laws, which are drawn up by the Ministry.

### STATE PROSECUTION

The State Prosecution appears for the Government and its Ministries in criminal and civil trials before all courts of law and tribunals, and before various commissions established by law. It also represents municipal corporations and local councils in trials relating to the enforcement of those laws over which such bodies have jurisdiction.

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The Department is headed by the State Prosecutor, who has a staff of assistants. It has a central office in Jerusalem, three district offices—Jerusalem, Tel Aviv and Haifa—and two sub-offices in the Tel Aviv-Jaffa and Rehovoth areas.

The central office handles all civil trials of fundamental importance, including monetary trials, such as income-tax cases, claims for compensation in connection with confiscations, etc.; criminal trials of grave felonies, such as murder; civil and criminal appeals to the Supreme Court and trials held before the High Court of Justice; interventions of the Attorney-General in cases of application for appointment of guardians; death notifications; determination of age and date of birth; adoption of children and similar matters.

The District Prosecutors and their assistants appear for the Government and its Ministries in all other civil and criminal trials which are of secondary importance, and therefore not within the purview of the central office.

Apart from current problems which occupied the State Prosecution directly, it was confronted with the problem of medico-legal handling of accused persons. In this field the Minister made an innovation by appointing a physician for the law courts, who acts as adviser to the State Prosecutor in murder cases, offences against morality, etc. In addition, the State Prosecution collaborates with the Ministries of Health, Police and Social Welfare in connection with such problems.

The year 1949-50 was marked by an increase in crime, particularly of serious offences.

### LAW COUNCIL

The legal basis for the functioning of the Law Council is provided by the Law Council Ordinance, 1938, the Advocates Ordinance, 1938, the Law Council Regulations, 1938, and amendments thereto issued from 1945 to 1950.

The Council deals with law education, and is the authority for the entire legal profession. It was appointed by the Minister on 15th September, 1948, and at present comprises twenty-eight members, four of whom are members of the Ministry, one is the Judge Advocate-General, and twenty-three are lawyers, elected to represent the Israel Bar Association. It is presided over by the Attorney-General, and the Secretary-General of the Ministry acts as its secretary.

The Council is divided into two committees, one for legal training, and one for professional ethics. The first considers applications for certificates, for exemption from articulated service, for examination of lawyers from abroad, and for



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exemption from certain subjects included in the examinations. The second enquires into complaints against lawyers, by virtue of authority granted to it under the Advocates Ordinance and the Law Council Ordinance.

The Council registers candidates for law examinations. Three examinations were held in 1950 in legal subjects, for which 140 candidates sat, and two in the Hebrew language, for sixty-four candidates.

The Council has charge of the Government law classes carried over from the Mandatory period. They were temporarily resumed by the Israel Government on 24th July, 1949, in Tel Aviv. The examinations are of three categories: intermediate examinations, in eight subjects; examinations for certificates, in nine subjects; and examinations for diplomas, in five subjects. Most of the students are ex-servicemen of the Israel Defence Army; a few of them had also served in the Second World War with Jewish units and the Brigade. A considerable number have received financial support from the Rehabilitation Department of the Ministry of Defence.

The Council has granted many facilities to enable students to complete their studies. Courses are now being held both in Jerusalem and Tel Aviv. The Council grants one month's exemption from articulated service for each month of military service up to a maximum of one year to all students having documents in proof. Students who interrupted their law studies at London University are exempted from certain subjects if they can prove that these subjects are identical with those of the local courses.

### INSTITUTE FOR RESEARCH IN JEWISH LAW

In July 1948 the Ministry established a special institute, whose function is to prepare material for the codification of Rabbinic law insofar as it is reflected in all pre-existing sources and regulations. A staff of Rabbinical scholars educated in law is endeavouring to adapt its work to the legal needs of modern times. The Institute will also study current legislation in the light of the principles of original Hebraic law and assist the Ministry to remould it on the basis of tradition. The activities of the Institute in the period under review were devoted to preparatory work and to a compilation of material belonging to various spheres of jurisprudence. Particular attention was paid to the determination of legal terminology in Hebrew, derived mainly from the Mishnah.

It also published a collection of judgments handed down by the High Court of Appeal of the Chief Rabbinate in Israel,

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edited by the Director. The book contained selected judgments, most of them on cases dealing with marriage, endowments, and a few on monetary cases. Since the reasonings of the judgments were published in condensed form, the collection is not official.

### FORMULATION OF LAWS AND PUBLICATION OF OFFICIAL GAZETTE

The work of formulation accompanied every phase of the process of legislation. Every legal pronouncement, including any international agreement in which Israel was involved, was formulated by specialists from its initial stage to its publication. From 1st July, 1949, to 15th May, 1950, the Official Gazette published seventy-three laws and ordinances adopted by the Knesseth, 755 regulations, orders, etc., issued by Ministers and various authorities, including 129 bye-laws and regulations of local authorities, and sixty-four notices, and nine international agreements or treaties.

The Arabic edition of the Official Gazette was enlarged: eight pamphlets on draft legislation, twenty-nine ordinances, forty-eight regulations, fifty-seven notices and supplements and four treaties were published.

### OFFICE OF THE DIRECTOR-GENERAL

The entire administration of the Ministry is centralized in the hands of the Director-General, who is responsible to the Minister and the Attorney-General, and is answerable for the work of all the Departments of the Ministry.

### GENERAL SECRETARIAT

The duties of the General Secretariat are organization and supervision of the administrative apparatus; engagement of personnel and assignment of their work; the central archives; the personal files of all employees; transport and other services; co-ordination of the work of Departments and of liaison with other Ministries.

The *Legal Library* of the Ministry contains 10,000 volumes, as well as professional publications and local and foreign newspapers and periodicals. It provides working libraries for the offices of the Minister, the Attorney-General, the State Prosecutor and the District Prosecutors in the main centres, and for the rest of the professional workers in the Ministry. Its staff supervises the libraries of the law courts.

It is available to other Ministries, and insofar as possible to

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the public at large. It is affiliated with the Central Government Library in the Prime Minister's Office.

The Accounting Department centralizes all the financial affairs of the Ministry, audits the expenditures of its Departments, supervises their deposits and payments and other financial transfers, supervises office management and administers all the personnel card-index system of the Ministry.

### LAW COURTS DIVISION

The Law Courts Division deals with all the organizational and administrative work of the courts.

The following courts function in Israel: the Supreme Court, composed of a president and six judges; three District Courts—in Jerusalem, a president, a relieving president and three judges; in Tel Aviv, a president and ten judges; in Haifa, a president and four judges; eighteen Magistrates' Courts and six Anti-Profiteering Tribunals, which have twenty-seven judges. In Jerusalem the Magistrates' Court is composed of a Chief Magistrate and three judges; in the Tel Aviv District of a Chief Magistrate and twelve judges; and in the Haifa District of a Chief Magistrate and nine judges.

Since the establishment of the State there have been a number of changes in the composition of the courts and in the scope of their authority. Three judges invariably sit in the Supreme Court. The District Courts have three judges sitting on trials of serious crimes and civil and criminal appeals.

Trials of serious offences and appeals against decisions of the Assessment Officer, which were within the jurisdiction of the judges of the High Court of Assizes during the Mandatory period, have been transferred to the District Courts. Moreover, the powers of the District Courts were increased to include jurisdiction over all land cases, previously tried by the Magistrates' Courts.

Apart from their duties as such, the judges preside over various tribunals, such as the Shipping and Mercantile Tribunal and the Anti-Profiteering Tribunal. They also serve as chairmen and members of various Government committees.

### LAND OFFICE

(a) *Land Registry.* The legal basis for this Department is provided by the Land Transfer Ordinance, 1920, and its subsequent amendments; the Ottoman Land Law of the 7th of Ramadan, 1274 (1858), and the provisional law for the transfer of immovable property of the 5th of Jemad Awal, 1331 (1913), and those clauses in the Mejlleh which regulated Mulk

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properties and the rights invested in them. In the period under review, the Land Betterment Tax Law, 1949, and a number of amendments to regulations with respect to the Land, Transfers (Taxes) Ordinance, 1939, were added.

The Department deals with registration and confirmation of all land transactions, such as sales, mortgages, rental, wills, inheritance and parcellation. All the laws and ordinances with respect to these transactions are within its purview. It also handles many matters related to the Absentee Owners Property Law, 1949, and the Inheritance Tax Law, 1949.

The revenue in 1950 from registration fees totalled £1,931,046; 16,534 files were opened, and 30,016 transactions recorded in the Land Registry. The total sum of the loans secured by mortgage of immovable property was £1,9,918,889; 443 decisions were rendered in the same year on questions referred to the Central Office by the District Offices about inheritance, wills, endowments, parcellation, properties of absentee owners, companies, deposits, adjustment of areas and boundaries, assessments, land-betterment tax, redemption of mortgages, powers of attorney, correction of names and correction of registration of ownership.

The Department received applications for renewal of lost records of 4,352 parcellations in Beersheba, Nazareth, Jaffa, Haifa, Jerusalem, Nahariya and Nathanya (Tulkarm). Details of 3,597 were published in the Official Gazette, and decisions were rendered with regard to 1,208. It is noteworthy that there have been no appeals against these decisions. The Department sent 3,167 summonses to parties concerned, with regard to cases requiring investigation and clarification. The work of renewal of records is based on instructions incorporated in the Land Registry Ordinance, 1944, as amended on 17th December, 1948.

There was a decrease in revenue from registration fees in the first few months following the introduction of the Land Betterment Tax Law, which came into effect in September 1949, but the number of transactions and the amount of revenue have been increasing monthly. From September 1949 to 21st March, 1950, the revenue tax amounted to £1,180,680 in cash, deposits, and bank guarantees.

(b) *Land Settlement Office.* This has its basis in the Land Settlement Ordinance, 1928, with subsequent amendments and accompanying regulations. Its work has included registration of claims, investigations and publication of schedules of rights. An attempt was made to effect settlement of Arab villages, in order to define the areas held by the inhabitants of the villages

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who had remained in the State and the abandoned areas. At the request of the Administrator-General and by court order, the purchases of properties of some 400 persons, most of them registered owners, were registered in the name of the Administrator-General. At the request of the Ministry of Finance, the Central Office investigated fifty cases of requisitioning, some of them involving large properties, and gave its opinion on them, and also prepared hundreds of summaries of records of the lands involved. Over 300 owners of immovable property, resident abroad, the majority in the United States, received details of the records of their properties.

### ADMINISTRATOR-GENERAL

This Department has two sub-divisions:

(a) *Office of the Administrator-General.* The legal basis for this unit is provided by the Administrator General Ordinance, 1944, and its subsequent amendments.

In 1949-50 the Law Courts issued 293 new orders for the administration of properties by the Administrator-General, of which 277 referred to Jewish absentee owners' property and legacies; twelve to property of German Christians; and four to other property. At the end of the year such property was administered by virtue of 530 orders, 335 dealing with Jewish absentee owners' property and legacies; 185 with property of German Christians, and ten others. The value of Jewish property now administered is £1,405,000, of which £1,25,000 was transferred from the Mandatory Government. The property of German Christians administered is valued at £1,2,500,000.

The Administrator-General is now examining some 7,000 files of absentee Jews, to determine the possibility of obtaining orders of custody for their property.

In 1949-50 he received 1,944 applications for enquiry into inheritances. In eleven cases his representative intervened and appeared in court on behalf of the Attorney-General. In ninety-eight cases the courts issued orders for administration by the Administrator-General.

2,034 cases of inheritance and 957 reports of private trustees and executors of legacies were examined by District Law Courts.

*Official Receiver.* The legal basis for the activities of this officer was provided by the Bankruptcy Ordinance, 1936, and the Companies (Liquidation of Business) Ordinance, 1929-36.

In 1949-50 the law courts issued six bankruptcy orders and two for the liquidation of limited companies. There were also

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ninety-eight private and eleven public investigations of bankruptcies. The Receiver is dealing with 182 bankruptcies in the capacity of trustee, and with four companies as liquidator, and is continuing supervision over trustees in ninety-nine bankruptcies and over liquidators in twenty-one liquidations of companies. Dividends were distributed among creditors in twenty-one cases of bankruptcies.

(b) *Registrar-General*. The name Registrar-General was designated as an inclusive term for one who presides over a number of tasks—namely, registration of patents and patent designs in accordance with the Patents and Patent Designs Ordinance, trade marks in accordance with the Trade Marks Ordinance, companies under the Companies Ordinance, partnerships under the Partnerships Ordinance, business names under the Business Names Ordinance. He is in charge of stamps by virtue of the Stamp Duties Ordinance.

*Patents Office*. This deals with applications for patents for inventions. No patent is granted prior to examination of the application from several aspects: proper description of the invention; introduction of an innovation within the meaning of the law; and whether the subject of the application constitutes an invention as defined by law.

The Registrar receives explanations and decides whether to grant the patent or reject the application. He also decides on objections and on the grant of permits for the use of the invention. His decisions are subject to legal appeal.

Publications of the Patents Office appear in special supplements to the Official Gazette, where appear, too, publications of the Companies and Partnerships Section.

The *Trade Marks Section* is affiliated with the Patents Office. It examines trade marks to decide whether they are worthy of registration, and whether they are likely to mislead the public by resemblance to other trade marks, or in any other way.

On 31st March, 1950, there were 1,531 fully registered patents, while 941 applications were still under consideration; 6,145 fully registered trade marks and 1,403 applications under consideration. During the year, 667 applications were submitted for patents, forty-four for patent designs and 641 for trade marks.

*Section for Registration of Companies, Partnerships and Business Names*. This section examines the memoranda and articles of association of new companies, studies the possible resemblance of proposed name to names already registered, or the likelihood of their misleading the public in any other way, and decides whether to register the company or partnership. It must see

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that the necessary documents are provided in accordance with the law as to changes in the articles of association and the management of companies, and declarations of their charges. It must examine the obligatory annual company reports, and see that such reports are submitted. It examined 2,400 reports, and found that most were defective and required correction.

1,185 applications were submitted for the registration of new companies, and over 1,000 applications for registration of partnerships; some 900 charges, 300 business names and hundreds of other documents were registered.

The registrar is in charge of the stamp tax, fixes its rate and decides on imposition of penalties. In the period under review some 1,000 applications were considered.

The Registrar-General presides as chairman of the committee to amend the Patents Law and is a member of the advisory committee which considers permits for the issue of debentures. He decides on the grant of permits for the increase of capital, etc., in accordance with the Defence (Currency) Regulations, 1941. He is a member of a committee which grants licences to auditors and members of other callings.

*Assessment Department.* The Department deals with the assessment of lands and immovable property for Government Departments. It advises Government committees on questions of appraisal, for purposes of sale, purchase, acquisition, requisition, parcellation, exchange, taxation, insurance, auditing and examination of appeals against assessments in Land Registry Offices. The Chief Assessor is also the chairman of the committee for the valuation of State Domains.

## CHAPTER SIX

### *Religion: The State of Religion; Christian and Muslim Communities*

THE legal powers formerly held by the High Commissioner which were transferred to the Minister for Religious Affairs are mainly connected with religious sects, jurisdiction of religious courts, and registration of marriage and divorce.

The Religious Sects (Organization) Ordinance refers to the organization of all the religious sects in the country and the Religious Sects (Conversion) Ordinance contains instructions

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with regard to the announcement of change of religion. The Civil and Religious Courts (Jurisdiction) Ordinance defines the jurisdiction of the civil and religious courts in matters of endowments and applications for alimony, and the title of the Marriage and Divorce (Registration) Ordinance speaks for itself.

The State has appointed the Minister to implement the Kosher Food for Soldiers Ordinance, 1948, and the Jewish Religious Services Budget Law, 1949, which stipulates that the Government will bear a third of the cost of religious services, and the local authorities two-thirds.

### STRUCTURE OF THE MINISTRY

The Central Office includes a Director General, Secretary-General, the Legal Adviser and head of the Finance section.

The Ministry is divided into a Religious Affairs Division, a Department for Christian Communities, and a Department for Muslim and Druze Communities.

### RELIGIOUS AFFAIRS DIVISION

The Division contains sub-divisions for Public Services; Supervision of Institutions; Religious Way of Life; Rabbinate and Rabbinical Jurisdiction; Religious Institutions.

*Public Services Department.* In co-operation with Army chaplains, arrangements were made for ritually prepared food in all Army cook-houses. By agreement between the Military Rabbinate and the General Labour Exchange, a number of religious civilian cooks replaced the military ones. Arrangements were made for the observance of the Sabbath in Army cook-houses. Connections were established with the Quartermaster's and Purchasing Division of the Ministry of Defence to ensure that the meat and all other foods prepared for military requirements would be kosher. Most of the kitchens in armament factories were also arranged, and in co-operation with the groups concerned, observance of the Sabbath was assured in establishments working on Army orders. Supervision is continued over kashrut in the restaurants, clubs and canteens run by the various Soldiers Welfare Committees.

At the end of 1948-49 an interdepartmental committee was set up by the Ministries for Religious Affairs and Social Welfare to see to supervision of kashrut in Government, public and private institutions for children. For this purpose, permanent inspectors were appointed, while for the Passover holiday a number of temporary inspectors are employed. The committee already has eighty institutions under its supervision.



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In November 1950 a special committee was set up by the Ministry in co-operation with the Ministries of Social Welfare and Police to arrange for kashrut in the prisons. New utensils were provided, special repairs made, and cooks who know the rules of kashrut employed, the cost being divided between the three Ministries.

This Department also dealt with kashrut arrangements at Lydda airport, in the Tel Aviv port, and in the kitchen of the postal workers in Jerusalem, and concerned itself with the import of kosher meat.

All this work was done in constant contact with the Chief Rabbinate, Rabbinical Offices in towns and villages, and the Ministry of Supply and Rationing.

### RELIGIOUS INSTITUTIONS SECTION

*Yeshivoth or Seminaries.* The Ministry allocates grants to 110 religious seminaries. A record system was set up and a series of visits was begun. On the basis of questionnaires sent to all the seminaries, and the visits paid during classes, the Section is classifying material which will provide information on the number of students, the countries of their origin, their age, education, etc.

A special office was set up to supervise the work of the scribes of the scrolls of the Law. The Ministry of Trade and Industry agreed that export permits for ritual articles should be approved by the Ministry. Supervision of the manufacture and the distribution of parchment was also introduced. Before their export, the section examined 9,875 pairs of phylacteries, 12,581 mezuzoth and nine scrolls of the Law. A special institute was opened on Mount Zion to provide new pupils, mostly new immigrants, with a fundamental knowledge of the art of the scribes.

The foundation has been laid for a collection of vessels, pictures, and designs of vessels and buildings of the period of the Talmud and the Mishnah, to provide students of seminaries and schools and other students of the Torah with a conception of the vessels and utensils mentioned in the Talmud and various commentaries. The collection will be housed on Mount Zion under the directorship of an expert in this field.

The section supervises the quality of printing of sacred books, a proportion of which are exported, and also deals with allocation of paper for this purpose.

*Holy Places.* Special attention has been devoted to Mount Zion. "The Tomb of David" was repaired and decorated, and the building was restored. An observatory was set up on

## THE NEW STATE OF ISRAEL

the roof from which the Old City may be viewed. In the vaults, renamed the "Cellar of Calamity", there were collected all the relics of the ritual articles and vessels profaned by the enemies of the Jews, among them scrolls that were torn or covered with the blood and dust of martyrs and relics from concentration camps in Europe. The old synagogues near this building were renovated and special rooms appointed for various religious purposes, for use by the President and others. Paths were laid on the hillside, steps were repaired and gardens planted.

An allocation was made for the repair of the Tomb of Rabbi Akivah in Tiberias within the general development scheme for the town, for the repair of the tombstone on the grave of Rabbi Shimon Bar Yohai in Meron and for the improvement of the old cemetery in Safad.

*Department of Religious Way of Life.* An endeavour is being made to revive ancient customs and traditions suitable to the spirit of the times, with the object of adapting them to the life of the nation, and impressing an original Hebrew character on the Jewish holidays and ceremonies which are being created.

*Synagogues.* Mass immigration accentuated the problem of providing places of worship in the abandoned localities, in the new housing projects, in new immigrant villages and also in established settlements which had absorbed a great number of newcomers.

In the abandoned localities, in co-operation with institutions dealing with absorption of immigrants, places were found and adapted to serve as synagogues. It was often necessary to open additional synagogues owing to the increase in the number of settlers and the varieties of rites among them. In places, ruined houses were repaired and consecrated, but many new synagogues were built as well. Twenty-two new synagogues were opened in Jaffa and its vicinity; eleven in Western Galilee (Acre, Nahariya and environs); twenty-four in Jaffa and neighbouring areas; seventeen in the vicinity of Tel Aviv; nineteen in the neighbourhood of Petah-Tikvah; twelve in Ramleh and environs; thirteen in Lydda and environs; seven in Migdal-Gad; six in Nathanya; six in Herzlia and its neighbourhood; seventeen in Upper Galilee; twenty-eight in the southern region, Jerusalem, Beersheba; and thirteen in the rest of the country, a total of 195. Most of the new places still need improvement; a number are still in the course of construction.

The problem in the new housing projects is even more difficult. There is an increasing demand on the part of the

## RELIGION

new settlers for a place of worship. After negotiations with the Ministry of Labour and the Jewish Agency, it was agreed that wherever the new settlers requested it, one would be provided. Thirty-six new synagogues were thus established, but the solution is only temporary, as they are very small. The problem in the new smallholders co-operative villages remains to be settled; meanwhile temporary arrangements have been made. In many old settlements, whose population increased in the past year, new synagogues were added and existing ones enlarged. Whatever help was possible was given towards these activities. All synagogues received grants for their installation and essential furnishings. In addition, aid was given in providing twenty-two synagogues for youth in sixteen places and three at police training depots.

A number of synagogues in Jerusalem, Tiberias and Safad, which were damaged in the course of the fighting, received grants for repairs from a fund created jointly with the Ministry for War Victims.

*Rescue of Sacred Vessels.* A special effort was made to save ritual articles from the countries where Jews were persecuted and in the case of whole communities transferred to Israel. A very valuable collection of scroll-crowns and pointers, ornaments in the shape of pomegranates, Hanukkah candelabras and candlesticks was brought to Israel and assembled by the Ministry. Scrolls and sacred books were also rescued, and some 300 scrolls thus preserved made it possible to satisfy some of the needs of the new synagogues.

*Relations with Jewish Communities Abroad.* Connections with various communities abroad were assiduously cultivated. The export of ritual articles was increased and a bulletin reflecting religious life in Israel is published.

*Department for the Rabbinate and Rabbinical Courts.* The Department continued with the organization and improvement of the Rabbinical Offices. The new immigrants, the majority of whom are religious, and the new settlements, populated by immigrants of diverse origins, presented it with problems. It was found necessary to provide all these communities with religious leaders, to guide them in the way of the Torah, as in the past; and to take care of many immigrant Rabbis and suit them to the various communities. The difficulties were particularly acute in the settlements of the Oriental communities. Efforts to solve these problems were made in collaboration with the Chief Rabbinate and the settlers.

The Department also dealt with the registration of marriage, paying special heed that only persons authorized officiated; it

## , THE NEW STATE OF ISRAEL

investigated their economic position and took part in fixing their remuneration. There are seventy such authorized persons. In 1949, 11,633 marriages were performed. (The population was one million at the beginning of the year, see Chapter 1.)

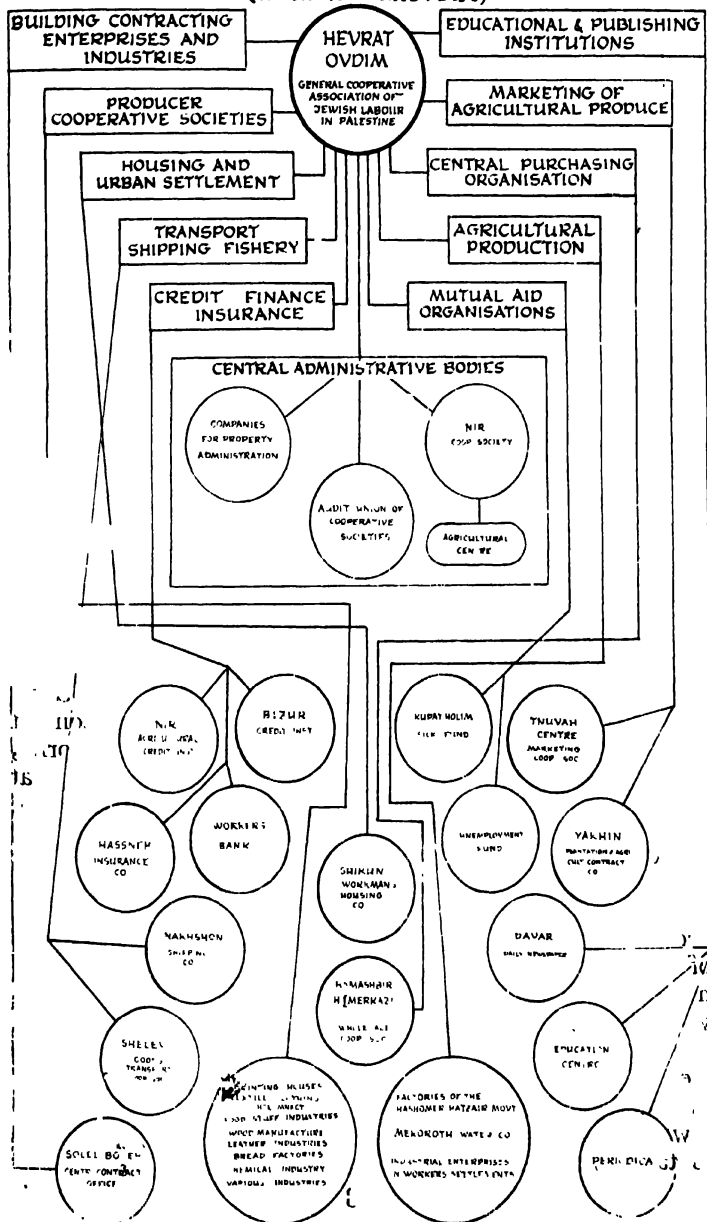
*Religious Courts.* Implementing the Government's decision to subsidize the Rabbinical Courts, the Department began its work of reorganization. Courts were set up as follows: two in Jerusalem; five in Tel Aviv, of which two were divorce courts; one in Jaffa; three in Haifa, one for divorce; two in Petah-Tikvah, one for divorce; one in Rehovoth; one in Tiberias. All are subject to the Rabbinical Court of Appeal in Jerusalem; each is composed of three judges, in accordance with Jewish Law. A special committee was appointed to fix costs similar to those in the Civil Courts. In 1949, 6,045 cases were heard by the Rabbinical Courts.

*Department for Religious Councils.* During the Mandate regime, a Religious Council had been set up in every community by virtue of the Jewish Community Regulations deal with all public services of a religious nature. Since establishment of the State, no new communities have founded within the meaning of the Law, but it was necessary to open institutions in new places of settlement to provide and supervise public religious services. For this reason, the Knesseth, in passing the Budget for Jewish Religious Services Law, 1949, laid down that where, on the day of publication of that law in the Official Gazette, there existed a Religious Council within the meaning of the Jewish Community Regulations, or a body or person, who, with the consent of the Minister for Religious Affairs or of the Local Authority fulfilled the function referred to in the Regulations, then the Council, body or person constituted the Religious Council. The law bestows on the Council a certain autonomy and it is authorized to deal with the provision of Jewish religious services within the approved budget. It is also given authority to make contracts, to hold property by lease or rent and to acquire chattels. Contracts must be signed by the heads both of the Local and of the Religious Council, unless the place is not within the jurisdiction of any local authority, when it is valid if signed by the head of the Religious Council alone.

Until the publication of this law, the activities of the Department were limited to the preparation and collection of data on the state of religious services in the various settlements. When the law was published, the Department expanded its activities, began to take over the Religious Councils, consolidating those in

# THE ECONOMIC INSTITUTIONS OF THE JEWISH LABOUR MOVEMENT IN PALESTINE

(HISTADRUT HA'ODIM)

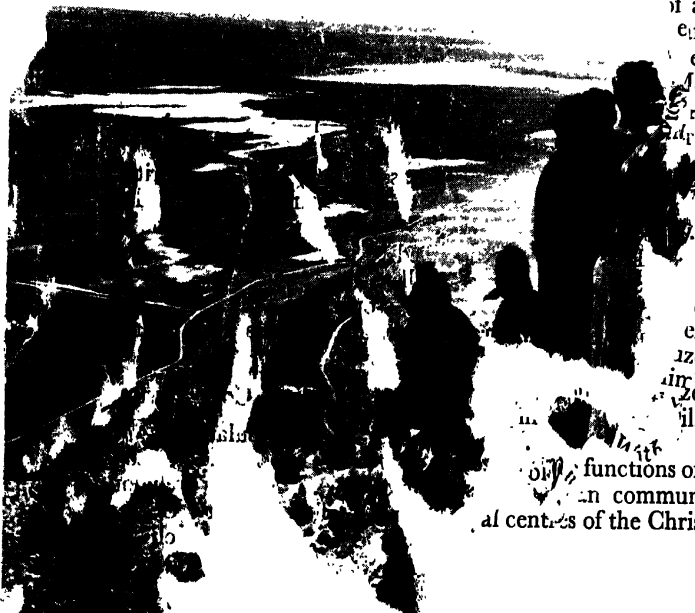




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Its work is based on the principle of absolute non-intervention in the internal religious affairs of the communities or in inter-community questions. It does not supervise the activities of these communities in any way, and they are not dependent on the Government financially. The religious courts are autonomous.

Among the points discussed with the communities was the question of their property, the problem of compensation for war damage, freedom of movement for the heads of the communities, passage across border lines, matters of internal authority, negotiations on the safeguarding of Holy Places and matters relating to pilgrimages.

The main activity of the Department was directed towards external affairs, and its efforts were chiefly concentrated on the Jerusalem issue. Contact was made with personalities abroad in connection with the United Nations' deliberations on Jerusalem. Many visitors were invited to Israel. In order to disseminate correct facts about the position of the Christian communities in Israel, the Department published a great deal of material, including a bulletin, *Christian News from Israel*, in English and French, which is sent to all parts of the world.

All the work in this field was carried out in close contact with the Ministry for Foreign Affairs, and in accordance with its policy.

### CHRISTIAN COMMUNITIES IN ISRAEL

The main Christian Communities in Israel are:

Roman Catholic	.	.	.	.	.	6,000
Greek Orthodox	.	.	.	.	.	13,000
Protestant	.	.	.	.	.	1,000
Greek Catholic	.	.	.	.	.	13,000
Maronites	.	.	.	.	.	2,000
Copts	.	.	.	.	.	600

#### *Roman Catholic*

1. *The Latins.* The Latins number approximately 6,000, most of them living in Galilee. Their religious and educational institutions are subject partly to the Latin Patriarchate in Jerusalem and partly to various orders, among the more important of which are the Franciscans, the "Custodians of the Holy Land", who control most of the Holy Places.

From the point of view of ecclesiastical administration, the area of Israel is divided into two sectors: Monsignor Antonio Vergani is the Patriarchal Vicar of the northern area of the country and Father Terence Kuehn of the southern area.

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2. *The Greek-Catholics.* They number about 13,000, with principal centres at Haifa and Galilee. The present head of the Community is Archbishop George Hakim of Haifa, Archbishop of St. John of Acre, Nazareth, Haifa and all Galilee. He has Vicars in Haifa and in Nazareth.

3. *The Maronites.* The Community has about 2,000 members. They live in the principal towns and in Upper Galilee. The centre of the community is in the Lebanon. Their representative in Israel is Monsignor Antonio Kreish of Haifa.

### *The Greek Orthodox*

1. The Greek Orthodox Community in Israel numbers about 13,000. It is scattered throughout the towns and villages in the north and south of the country. At the head of the community is the Greek Patriarchate in the Old City of Jerusalem. The higher ranks of the Greek Orthodox hierarchy (the archimandrites) are priests of Greek origin. Twelve monasteries are in Israel territory, the oldest being that of the Transfiguration, on Mount Tabor, established by St. Helena.

2. *The Pravoslav Russians.* The Russians, although not an organized Community, have institutions in Jerusalem, Jaffa, Haifa, Nazareth and Tiberias, which are used for the accommodation of pilgrims. The head of the Russian Church is Bishop Vladimir.

### *The Protestants*

The most important of the Protestant Churches is the Anglican, whose English and Arabic branches (the Episcopal Arabic Church) are under the authority of the Anglican Bishop in Jerusalem. The Evangelic Arab Congregation has approximately 1,000 members, most of whom reside in Galilee. Almost all the Protestant Churches are represented by Missions, which are active in the bigger towns.

*The Scottish Church* has a Moderator of the Jerusalem Presbytery.

### *Orthodox Monophysites*

The Orthodox Monophysites consist of some 1,000 Armenians, 600 Copts, a few Syrians (Jacobists) and twenty-nine Ethiopians.

## CHRISTIAN SHRINES AND SANCTUARIES IN ISRAEL

There are in Israel three Holy Places of particular significance to Christian pilgrims—the Church of the Annunciation in



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Nazareth, the Church of the Transfiguration on Mount Tabor and the Church of St. John the Baptist at Ain Karim.

In addition, there are numerous places which, on account of their biblical and Christian associations, are of interest to the visiting pilgrim.

### *Jerusalem*

Situated on Mount Zion and overlooking the old city of Jerusalem is the Church of the Dormition (Dormitio Sanctæ Mariæ), which, according to Christian tradition, is the place where the Virgin Mary fell asleep prior to the Assumption. The church and the adjacent Benedictine convent were erected at the beginning of this century on land presented by the Emperor Wilhelm II to the German Catholic Society of the Holy Land. Both buildings were in the front line during the Arab-Jewish war in 1948 and suffered damage from shelling. Preliminary repairs, however, have been completed by the Israel Ministry of Religions and the Dormition was reopened for worship in December 1949.

Just south of the convent is a little mosque known in Arabic as En-Nebi Daud (the Prophet David), containing the room revered by Christians as the Cœnaculum or Chamber of the Last Supper. Also believed to be the Upper Room into which the Holy Ghost descended at Pentecost, the Cœnaculum is regarded as the first meeting-place of the early Christians in Jerusalem and was used as a church as early as A.D. 117. A magnificent basilica was built on the site in the fourth century, but it was destroyed by the Muslims in 966. Two hundred years later the Crusaders rebuilt the basilica, only to see it razed once again in the thirteenth century by a force under the command of the Sultan of Damascus. In the fourteenth century the site was purchased by Robert d'Anjou, King of Naples, and transferred to the custody of the Franciscans, who restored the Cœnaculum to roughly its present shape. In the sixteenth century, however, the Franciscans were driven out by the Muslims, and after a further period of strife the building was converted into a mosque. Today the Cœnaculum occupies the first floor of the building, while a smaller room in the north-east corner of the building, believed to contain the tomb of King David, is held sacred by both Jews and Muslims.

### *Ain Karim*

About four and a half miles south-west of Jerusalem lies the village of Ain Karim (Fountain of the Vineyard), traditionally

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held to have been the birthplace of St. John the Baptist. The two main sanctuaries in the village, the Church of St. John and the Church of the Visitation, are tended by the Franciscans.

*The Church of St. John* is situated within the precincts of a Franciscan convent and was first built in the fifth century. It was rebuilt 700 years later, and finally restored by the Franciscans in the seventeenth century. The main entrance to the church, which consists of a nave and two aisles, is from the west. Four pillars support the handsome dome. The crypt to the north of the high altar is called the Grotto of the Birth of St. John, and contains bas-reliefs showing events in the Saint's life. At the western end of the nave is the Chapel of St. Elizabeth, the mother of St. John. In the atrium before the Sanctuary the floor is paved with fragments of a mosaic bearing in Greek the inscription "Hail Martyrs of God" in memory of monks massacred there in the fifth or sixth century.

*The Church of the Visitation*, which overlooks the village from the south, and is regarded by Christians as the traditional home of St. John's parents, is divided into an upper and a lower section. A spring of fresh water in a grotto in the lower church is held by popular tradition to be that which gushed forth miraculously as Elizabeth welcomed her kinswoman Mary after the Annunciation. Excavation undertaken in 1938 revealed some rough construction connected with the spring, a few remains of a Byzantine building and a Frankish church of the twelfth century.

About an hour's walk westwards from Ain Karim is the so-called Desert of St. John, where the Saint is reputed to have lived his hermit life. The pilgrim can see a grotto where, according to legend, there was a spring from which St. John used to drink.

On the main road from Jerusalem to the coast lies the colourful Arab village of Abu Gosh, built on terraces overlooking the Shephelah plain and containing a well-preserved church of the twelfth century which is tended by French Benedictines and is thought to have been constructed on the remains of an earlier building.

### *Lydda and Ramleh*

Lydda, an ancient Jewish town, is, according to Christian tradition, the birthplace of St. George, the patron saint of England. It is known that as early as the fifth century a church was in existence which was said to have been built to mark the place of his burial, but the site is now occupied by a

## RELIGION

mosque, and the pilgrim is shown the Saint's tomb in the crypt of a modern church built by the Greek Orthodox in 1873.

Ramleh, one and a half miles away, is known by Christians as the home of St. Joseph of Arimathea. A Franciscan convent and the Church of St. Joseph are situated in the western sector of the town.

### *Jaffa*

Jaffa contains a small mosque where, according to tradition, stood the house of Simon the Tanner, the site of St. Peter's vision (Acts x). Jaffa is also traditionally held to be the place of the raising of Tabitha by St. Peter. The town contains two Franciscan churches and convents: St. Peter and St. Anthony.

### *Nazareth*

Nazareth, probably an early troglodyte settlement, finely sited in a cup in the hills, is the home of the Child Jesus and the scene of Christ's early teachings. It was inhabited by Jews and Samaritans until the time of the first Christian Emperor.

A large basilica was built there approximately in the year 600.

The chief sanctuaries of Nazareth are: the Church of the Annunciation, the Church of St. Joseph, the Synagogue, Mensa Christi, the Fountain of the Virgin and the Church of St. Gabriel, the Chapel of Our Lady of Fright and the Mount of the Precipice.

The Church of the Annunciation was built in 1730 above the grotto which, according to tradition, was the scene of the Archangel Gabriel's visit to Mary. The present depressing little church is built on the site of a basilica erected by the Crusaders and is under the guardianship of the Franciscans, who in contrast have a fine convent next door.

The Church of St. Joseph, sacred to the memory of St. Joseph, a more satisfactory building than the Church of the Annunciation, was rebuilt in 1914 on ancient foundations. In the crypt are preserved mosaics, probably of Byzantine origin. The church, as well as that of the Annunciation, is within the precincts of the large Franciscan convent.

The Synagogue—a Greek Catholic chapel west of St. Joseph—is believed to occupy the site of the ancient synagogue attended by the Child Jesus.

About 400 yards west of the Synagogue is the chapel of Mensa Christi, which contains a rock platform,  $11\frac{1}{2}$  by  $9\frac{1}{2}$  feet, at which, it is traditionally held, Christ dined with the Disciples after His Resurrection.

## THE NEW STATE OF ISRAEL

On the northern border of the town is the Fountain of Our Lady Mary (Ain Sittna Miriam), where, according to an apocryphal Gospel, Gabriel first approached the Virgin. The little church of St. Gabriel is mentioned as early as the twelfth century.

On the outskirts of Nazareth is the Franciscan Chapel of Our Lady of Fright, built to commemorate the incident of the Virgin Mary watching Jesus being led by the devil towards a precipice.

The Precipice itself, the so-called Mount of Precipitation (Jabal al Qafsa), is farther to the south.

Just outside Nazareth lies the village of Jaffa of Galilee, which contains the site of the house of St. James the Greater.

### *Saffurieh and Kafr Kanna*

Five miles north-west of Nazareth lies the village of Saffurich, the former Sepphoris, and known as Diocesarea at the time of the Roman occupation. It contains the site of the house of St. Anna.

Kafr Kanna, believed to be the scene of Christ's first miracle—the changing of water into wine at the marriage feast—lies a few miles to the north-east of Nazareth. The village contains a fountain whose water visiting pilgrims are always invited to drink. A red-domed Latin church stands over the ruins of the Crusader and fourth-century churches which marked the scene of the wedding. A large water-pitcher of the Jewish period stands in the crypt, and is believed to have held the water miraculously transformed.

Just inside Kafr Kanna is a chapel marking the traditional site of the house of Nathanael or Bartholomew.

### *Mount Tabor*

North-east of Nazareth is Mount Tabor, accepted since the third century as the scene of the Transfiguration of Christ. One of the most beautiful hills in Galilee, Mount Tabor rises steeply from the plain to a height of almost 2,000 feet. The name of the mountain is not given in the Gospel account of the Transfiguration.

In Byzantine days the plateau atop the mountain was reached by a great stairway of over 4,000 steps which led to a sanctuary now replaced by a modern basilica. The ruins of the fourth-century Byzantine church on top of the mountain were originally covered by a Benedictine Abbey erected in 1101, but this was destroyed towards the end of the twelfth

## RELIGION

century. A new church, built on the ruins, was in turn destroyed in 1263. Finally, in 1651, the Grand Duke of Tuscany obtained permission for the Franciscans to settle on the mountain and today both the Franciscans and the Orthodox have a church on the summit. The Franciscan basilica, in the style of Christian architecture of the fourth and fifth centuries, was completed and consecrated in 1924. The remains of the ancient construction on which the church was built have been carefully preserved and incorporated into the new building. In addition to the basilica, the Franciscans have a monastery and a hospice for pilgrims. A small collection of ruins nearby marks the site of Kisloth-Tabor, of Joshua xix. 12, a Levitical town of the Tribe of Zebulun. A fragment of the wall of Josephus, erected by the commander of the Jewish forces fighting the Romans in Galilee, can also be seen.

Near Mount Tabor is the village of Daburiyah, where it is said Christ left the Disciples before the Transfiguration and, after rejoining them, performed the miracle of healing the young man possessed by a devil.

### *Sea of Galilee*

On the road that runs north-east from Nazareth lies the hill known as the Horns of Hattin. Below, and to the east, the Sea of Galilee can be seen.

Tiberias, the principal town in the area, is situated on the western bank of the sea.

Roads, leading north and south, take the visitor out of the old town of Tiberias and along the shores of the Sea of Galilee. On the right of the road, as it winds northwards, is a small cluster of huts, al Majdal, marking the site of Magdala, the birthplace of Mary Magdalene. History has it that Magdala was a prosperous fishing village in Roman days.

At a fork in the road is a track leading to the Hospice of Tabgha of the German Lazarist Fathers. Not far to the north-west of Tabgha is the traditional site of the miracle of the loaves and fishes. A church, called the Church of the Multiplication of the Loaves, has been built near excavations carried out on the site of a former Byzantine church. Among the ancient mosaics to be seen in the new church is one representing a basket of loaves and two fishes. Near the church is the hill considered by some as the true scene of the Sermon on the Mount and called the Mount of Beatitudes. A chapel and a hospice have recently been built there.

Farther north, and on the shores of the Sea of Galilee, is Capernaum, where, in Franciscan property, stand the ruins of

## THE NEW STATE OF ISRAEL

the famous synagogue in which some Christian authorities believe Christ both taught and healed. The site of the restored synagogue and the site of the house of St. Peter, where Christ is said to have lived when in Capernaum, are under the custody of the Franciscans.

Naim, south-east of Nazareth, has a chapel which marks the traditional site of the resurrection of the widow's son.

### *Haifa and Acre*

Haifa, principal port of Israel, is dominated by Mount Carmel, which is venerated because of its association with the Prophet Elijah and with the founding of the Carmelite Order, whose principal monastery is on its summit.

Mount Carmel has a view over the whole of Haifa town and bay. At its highest point, the mountain reaches 1,810 feet. Commanding a wide view, the Carmelite monastery, founded in 1156, is situated on the western slope of the mount. On the south-eastern slope, at a height of 1,600 feet, is the so-called "Place of Burning", commemorating the triumph of Elijah over the priests of Baal.

In the centre of the Carmelite monastery is a domed church in the form of a Greek cross. A double stairway leads to the choir, containing a magnificent altar, on which stands a statue of "Our Lady of Carmel" by the Genoese sculptor, Caraventa. Under the altar is a cave in which the Prophet Elijah is said to have dwelt, and on the wall at the rear is an interesting wood carving of the Prophet. Another spot associated with the Prophet is the School of the Prophets below the Carmelite monastery. It consists of a large, walled cavern where, according to tradition, Elijah taught his disciples.

Across the bay from Haifa lies the historic town of Acre, containing the Franciscan Hospice of St. Francis. Acre, in the thirteenth century, was the headquarters of the Latin Kingdom of Jerusalem and of the Knightly Orders. The city contains remains of Crusader buildings and of a castle said to have been the headquarters of King Richard Cœur-de-Lion, and is extremely picturesque.

## THE MUSLIM AND CHRISTIAN ARAB COMMUNITIES IN ISRAEL

The Muslims in Israel in 1951 were approximately 119,000. In the same area under the Mandate there had been 700,000 at the census of December 1946.

They are exempted from conscription and free in their

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worship and religious customs and practice. All mosques and some ancient Muslim monuments have been registered for preservation, but there are in Israel no Holy Sites associated with the birth of Islam. Abandoned mosques and cemeteries have also been taken into the Ministry's care, as reported above.

The total number of Arab wage-earners, including Christians, is estimated at 36,000, of which 24,000 or 65% are labourers, either agricultural or artisan, 7,000 or 20% small farmers and 5,000 or 15% merchants, clerks or landlords. Of these about one-eighth are Christian Arabs.

The official Gazette is printed in Arabic as well as Hebrew, and coins and stamps all have Arabic as well as Hebrew inscriptions. Under the Proclamation of Independence of 14th May, 1948, all citizens of Israel are promised social and political equality. There is an Arabic broadcast, an Arabic daily newspaper and two Arabic weeklies. In Acre and Nazareth there are Arab members of the town council. In Arab villages the Mukhtar system has so far been retained. A bedouin Council of Shaikhs has been appointed to organize bedouin life and to act as representatives of the bedouin to the Israel authorities.

In July 1951 the Arab workers bloc in Jaffa, mostly Muslims, cheered the Foreign Minister of Israel. They genuinely appreciated the measures taken by the Government for workers, but in Nazareth the Christian Arabs gave him a cooler reception. There they are not industrialized; moreover, Christians are not exempted from conscription, and the Mayor only said in his call to the citizens "the reception we will give should be one suited to a distinguished visitor".

Reduced to a small minority, the Muslims are clearly no longer the proud community of the past, and because they lack leaders, the Department of Muslim Affairs has had to take a hand in organizing the Sharia or Muslim religious courts, the Muslim religious officers and judges being paid by the Ministry.

The Christian Arabs, having more valuable church property, with many priests and leaders still in the country, have been able to make do with less assistance from the Ministry.

## CHAPTER SEVEN

### *Education and Health: Organization of the Educational System; Facilities for Religious and Ethnic Minorities; Social Security*

THE character of Israel is well typified by its educational system.

Its strong desire to maintain a high standard has been instrumented by the Compulsory Education Law passed by the Knesseth on 12th September, 1949. It provides free a compulsory education from five to thirteen years of age inclusive in kindergarten and elementary or primary schools, while permitting and specifically recognizing four school "trends" as a sop to the widely varying views of Israel parents. Many children do not wait for the age of five, but attend the kindergartens from below the age of three onwards. In 1951 there were over 4,000 under three, and 9,800 between three and four.

The four trends are:

- (a) The General Schools.
- (b) The Labour Schools.
- (c) The Mizrahi Schools.
- (d) The Agudath Israel Schools.

The first two are co-educational and do not stress religion.

The third allows for a firm religious basis in education. The fourth is arch-orthodox and ultra-conservative.

The Muslims have their own schools. The Druzes oppose co-education, but otherwise are willing to attend general schools and at present are attending their own village schools or Muslim or Christian schools. The Christians attend their own or the general schools.

The schools of each trend are guided by supervisory committees of representatives of organizations belonging to that trend and of representatives of the parents of children attending schools of that trend. Inspectors for each trend are appointed by the Ministry of Education and Culture from lists submitted



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by the committees. The final supervision and control of all schools lies with the Ministry, but the administration and financing of all the above schools in general lie with the Municipalities and District Councils concerned (see also Chapter 4—Local Government).

The secondary or higher schools, for which fees are charged, are for pupils from fourteen to eighteen, and the law of 12th September, 1949, also laid down that any youths between fourteen and eighteen who have not completed elementary school, new arrivals, for example, must attend classes, at the charge of the State, until either they complete the necessary standard or reach the age of eighteen, and that schools in immigrant camps are to be of two types, one of which must be religious.

The language and instruction in all Jewish schools is Hebrew. For new immigrants of any age with academic degrees, and in particular for teachers, there are special courses lasting three to six months, known as "Ulpan", in order to teach Hebrew. In 1951 there were some 2,000 pupils in Ulpanim. In addition, there are adult evening classes at present taking some 50,000 pupils under the direction of the Adult Education Centre, an enterprise undertaken by the Hebrew University and the Jewish Agency.

In other schools the following were the figures for 1951:

SCHOOL YEAR 1950-51			
TYPE OF SCHOOL	NO. OF SCHOOLS	NO. OF PUPILS	NO. OF TEACHERS *
Kindergartens . . . .	1,325	51,485	1,748 (teachers) 2,026 (assistants)
Elementary schools . . . .	703	130,721	6,175
Secondary schools † . . . .	113	12,923	1,234
Vocational schools . . . .	37	4,027	390
Agricultural schools . . . .	31	4,425	344
Evening classes for working youth .	118	7,050	392
Teachers' training schools . . .	16	2,172	289
Arab schools . . . . .	97	24,240	536
Schools for backward children . .	23	2,000	—
Yeshivot (Theological seminaries) and Elementary Talmudei Torah* (schools for the study of the Torah)	135	7,337	—
Schools in Immigrant Camps and Maabaroth . . . . .	—	8,000	—

\* About 15% of all teachers are employed on a part-time basis.

† Includes post-primary continuation classes in agricultural settlements.

## THE NEW STATE OF ISRAEL

### *Distribution of Schools according to Trends*

	NO. OF SCHOOLS	NO. OF PUPILS
General . . . . .	583	73,677
Labour . . . . .	1,109	78,442
Mizrahi . . . . .	408	38,453
Agudath Israel . . . . .	169	13,190
Non-affiliated . . . . .	74	9,041

Both the State and local authorities provide scholarships for secondary schools.

The language of instruction in Israel Government Arab schools is Arabic.

Past divisions in the schools by age have been as below :

- Up to 6 Kindergarten,
- 6 to 14 Primary (eight classes),
- 14 to 17 Secondary.

The new division, to bring education into line with the American system, will be :

- 6 to 12 Primary,
- 12 to 15 Junior High School,
- 15 to 18 Senior High School.

The general tendency in the teaching (including English literature) is veering to the American type. English is taught at fifth class of Primary—i.e. at eleven years of age onwards. In 95% or more of schools English is chosen as second language. English is compulsory for matriculation except where French is taken.

The Haifa Technion, under the active direction of Professor Sidney Goldstein, comprises :

1. An Engineering School,
2. A Technical High School,
3. A Nautical School.

The Engineering School has 960 pupils and the Technical High School 483 pupils. The Nautical School has 130 pupils. The teaching staff of the Technion numbers 138. This most important institute is more fully described below.

### HIGHER EDUCATION

The Hebrew University on Mount Scopus in Jerusalem has four faculties and a School of Agriculture.

Faculty of Humanities . . . . .	804 students
"    Science . . . . .	397 "
"    Medicine . . . . .	190 "
"    Law . . . . .	400 "
School of Agriculture . . . . .	71 "

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The staff, under the Presidency of Professor S. Brodetsky, numbers 290, including forty-two professors, thirty associate professors and forty-five lecturers.

It was Dr. Weizmann who was the prime shaper of the University, which came into being on 1st April, 1925, under the Chancellorship of the late Dr. J. L. Magnes.

The Faculty of Humanities comprises the Institute of Jewish Studies, the School of Oriental Studies, the division of General Humanities and the Department of Social Science and Economics.

The Faculty of Science comprises the Einstein Institute of Mathematics and of Physics, the Weizmann School of Chemistry and the Departments of Botany, Zoology, Mineralogy, Bacteriology, Parasitology and a laboratory of Meteorology and Climatology. Courses are also given in geography.

The course of the Faculty of Medicine lasts for six years, two of which are devoted to pre-medical studies, two to pre-clinical studies, two to clinical studies, after which students do one year's practical work in a hospital.

The Law Faculty provides a four-year course and leads after two years of research work to the Doctor of Law degree.

The course of the School of Agriculture is for five years. The first year is devoted to practical work in settlements, the second and third are spent in the study of basic natural sciences at the University and the fourth and fifth in the study of agricultural sciences, both theoretical and applied, at the School of Agriculture in the Aaron Aaronsohn Memorial Building in Rehovoth. The London Matriculation is accepted as valid for entry to the University provided that Hebrew is taken as one of the subjects. In June 1951, 200 candidates sat in Israel for the London Matriculation. The University Library has more than half a million volumes and is the largest and best organized in the Middle East. Its Hebraica and Judaica section is the largest in the world and includes the well-known Salmann Schocken collection of Hebrew incunabula.

The publications of the University are printed at the Magnes Press, founded in 1929. Two periodicals are issued from it, *Tarbitz*, a quarterly review of the humanities, and *Kiryath Sephen*, a bibliographical quarterly of the University and Library.

## THE HAIFA TECHNION

The Hebrew Technical College in Haifa, commonly known as the Technion, was founded in 1912 with funds contributed by the late K. W. Wissotzky of Moscow and Jacob Schiff of New York, and opened in 1924. Besides the Technical College

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it comprises a Technical High School, the Haifa Nautical School and day and evening vocational classes.

The Technical College has four departments under the general executive direction of Professor Sidney Goldstein.

Civil Engineering.

Architecture.

Industrial Engineering: (a) Mechanical Engineering.  
(b) Electrical Engineering.

Weizmann Department of Chemical Engineering.

The College offers a four-year course leading to an engineering degree.

Post-graduate courses are held for the degree of M.Sc. or Doctor of Technical Sciences.

The Technion is the only engineering college of university standard in Israel and the leading institute of technology in the Middle East. It is open to all, regardless of race or creed. The language of instruction is Hebrew. It has thirteen laboratories for instruction and research.

Primarily an institution of instruction and research, the Technion also serves Israel's industry and agriculture by producing precision instruments, machine parts, building equipment; by offering technical advice and guidance; by testing building and other materials, electrical appliances, etc. During the time of war the Technion produced key equipment for the Armed Forces. The Institute serves as North Israel's representative of the National Standards Institution, being the officially recognized institute for testing standards specifications. A joint Committee of the Technion and the "Vaad Halashon" (the nucleus of the Hebrew Language Academy) function as the central authority for the codification of Hebrew technical terminology.

*Departments.* The Engineering College consists of five departments: (1) Civil Engineering, (2) Architecture, (3) Mechanical Engineering, (4) Electrical Engineering and (5) The Chaim Weizmann Department of Chemical Engineering. A sixth department—Aeronautical Engineering—is in process of organization. Further departments contemplated for the future include those of Applied Physics and Pure Science.

*Laboratories.* The Technion has the following laboratories: (1) Building Materials Testing; (2) Hydraulics; (3) Hydro-technical Soil Mechanics; (4) Soil Mechanics; (5) Electrical Engineering; (6) Industrial Research; (7) Physics; (8) General and Organic Chemistry; (9) Industrial Chemistry; (10) Chemical Engineering; (11) The David Wunch Memorial

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Laboratory of Mechanical Engineering; (12) The Brigadier Kisch Memorial Laboratory of Analytical Chemistry and Micro-Chemistry; (13) The Brigadier Kisch Memorial Laboratory of Physical Chemistry and Molecular Physics; (14) Chemical Testing; (15) Rheology; (16) Solar Radiation; (17) Research Institute for Town Planning and Housing; (18) Geodetic Institute; (19) Workshops (including a large and well-equipped Machine Hall).

*Courses and Degrees.* The Institute offers a four-years' undergraduate course (planned to be extended to five years) leading to the degree of "Engineer" in the respective departments, which is equivalent to a similar degree in continental Europe, or the B.Sc. in Engineering in British universities and technical colleges, or the B.S. in Engineering in the U.S.A.

Students with special scientific aptitudes are admitted to post-graduate courses which may lead to the degrees of Master and Doctor of Technical Sciences.

The Evening Technion offers regular engineering courses in the evening to students employed during the day.

Besides the Engineering College proper, the Institute comprises a Technical High School, a Nautical School, and Evening Classes and Vocational Training Courses for adult and juvenile workers.

The Graduate Extension Courses for Engineers and Architects, established in co-operation with the Association of Engineers and Architects in Israel and the Technion Alumni Association, offer practising engineers and architects an opportunity to broaden their knowledge and keep abreast of modern technical developments.

*Teaching Staff.* The Technion has sixty teachers with over forty assistants. A large increase in the staff-student ratio will be made in the near future.

*Students.* The total student enrolment is close to 1,000, and there are also about 500 pupils in the affiliated high schools (the Technical High School and the Nautical School), and about 500 adult and juvenile workers attending evening classes. From 1929 to 1950 about 760 students passed their Diploma Examinations and obtained the degree of "Engineer" (out of a total number of about 1,000 undergraduates who completed their studies in the same period). In addition, the Technical High School has provided Israel with about 1,000 skilled technicians.

*Library.* The Technion possesses the largest technical library in Israel and the Middle East, with over 30,000 volumes. Among various private and public donors, Dr. Chaim Weizmann gave a valuable part of his private chemical library for

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the Rachel Weizmann Reading Room, in memory of his mother.

*Campus.* The buildings of the Technion are in Hadar Hacarmel (centre of Haifa). The Israel Government recently transferred to the Technion 250 additional acres of land on the outskirts of Haifa for expansion and development.

*Administration.* The Institute is headed by a Board of Governors, a President and a Vice-President. The Academic Council and the Professors' Council are responsible for academic matters. They are assisted by the Deans of the Departments.

In February, 1951, Rav-Aloof Yaakov Dori, Ing., was elected President, and Prof. Sydney Goldstein, M.A., Ph.D., F.R.S., Vice-President.

### THE TECHNICAL HIGH SCHOOL

The High School was founded in 1928 as a trade school and remodelled on the lines of an American technical school with funds provided by Mrs. F. Warburg of New York.

It offers to pupils with eight years' general schooling a four-years' course in general and technical subjects combined with practical technical training. Its aim is to provide highly skilled workers. It has an enrolment of about 300 pupils, fourteen to eighteen years old. There is an advanced course for youths of seventeen to nineteen years old, and altogether the school has produced some 10,000 skilled workers.

### THE NAUTICAL SCHOOL

The Nautical School was founded in 1938 by the Technical College in co-operation with the Maritime Department of the Jewish Agency and the Israel Maritime League. Its aim is to teach boys of fourteen to seventeen to qualify for the Israel Merchant Marine and Navy and for marine engineering. The syllabus is based on the requirements of the British Board of Trade and leads to examinations for certificates of competency as Second Mates or Second Engineers. There is a British Naval Reserve Officer holding an Extra Master's Certificate as Captain of the School.

The training yacht, the 106-ton *Valdora*, is out of commission, and there is at present no other training-ship for the boys, funds not permitting of the purchase of a new yacht.

The divisions of the school are as follows:

#### *Navigation Department*

1. Three-years' course at school.
2. Final examinations.

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3. Three years on board ship.
4. Preparation for Government's examination and examination for the ticket.

### *Marine Engineering Department*

1. Two years' studies at school—the fundamentals of the locksmith.
2. Two years at the workshop for fitting of heavy machinery.
3. Final examinations.
4. Eighteen months on board ship—to obtain the ticket for third engineer.

Thirty months on board ship—to obtain the ticket for second engineer.

5. Preparation for Government's examination and examination for the ticket.

### *The School Programme*

*General Instruction* (common to both departments): Hebrew, English, Jewish and general history, civics, algebra, geometry, trigonometry, physics, chemistry, etc. Gymnastics and physical training are part of the school programme.

Subjects taught are:

1. *Navigators.* Navigation, seamanship, signalling, chart-work, astronomy, meteorology, magnetism, electricity, heat-engines.

2. *Marine Engineers.* Mechanics, technology, strength of materials, machine parts, heat-engines, internal-combustion engines, technical drawing.

In addition to the theoretical studies (twenty-five to thirty hours per week) the pupils do practical work (fifteen to twenty hours per week). The workshops and laboratories (electrical and physics laboratories) of the Hebrew Technical College are at the disposal of the Nautical School. The workshops consist of the following departments: Fitting, electric and acetylene welding, forging and lathe work.

Navigators get their training in Haifa Port and in rowing- and sailing-boats.

Training cruises are also held on board steamers of the Israel Merchant Marine.

Marine Engineers work about twenty hours per week in the various sections of the workshops. During the third year they work about thirty-five to forty hours per week in the workshops for fitting of heavy machinery.

*Books and Collections.* The Nautical School possesses a well-

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found professional library and a seamanship room, which is equipped with nautical instruments.

*Boarding-house.* The school maintains a boarding-house on the way to Mount Carmel which provides board for and supervision of its pupils.

*Scholarships.* A number of scholarships for gifted pupils of the Navigation and Marine Engineering Departments are available.

The Technion has outgrown its accommodation in the centre of Haifa and a comprehensive development programme is planned in order that the Institute should be able to fulfil its responsibilities.

The Institute has acquired land from the Jewish National Fund and the Israel Government on the outskirts of Haifa. The area of the new site is about 250 acres. Except for urgently needed temporary buildings, no new buildings will be erected on the present site and all permanent buildings will be on the new site. The present shortage of accommodation and increase in the number of students, however, is such that, even for the two or three years during which new buildings are being erected, temporary buildings will be necessary.

Increases in staff-student ratio, in buildings, in equipment, and in the establishing of new departments and laboratories are all included in the development plan and are all urgently needed. The department of Electrical Engineering will be considerably expanded to include three divisions—heavy current, electrical communication and electronics. The future department of Civil Engineering is planned to occupy as much floor space, apart from workshops, as is now in the possession of the whole Institute; it will include a division for building engineering with a large building research laboratory, a division of hydraulics and water engineering and a division for communications (roads, bridges, runways, etc.). A department of pure science (mathematics, physics, chemistry) will be added, and Chemical Engineering will become a separate department. Student houses, refectories, sports grounds and club rooms are planned. Among the new departments in view the most important is that of Aeronautical Engineering, which is already being organized.

The new building scheme will be divided into three stages. Each stage, on an optimistic forecast, will take three and a half to four years to complete. The buildings to be erected in the first stage are listed below. In the second stage it will be necessary to rehouse the Physics Department, Mechanical Engineering and the Library, and to build a large Assembly Hall. At the end of the second stage of building, the centre of



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gravity would be on the new site, and a building will have to be provided for the administration of the Institute. In the third and final stage, provision will have to be made for the departments of Architecture, Mathematics, Social Science, and Languages, and any other new departments that may be required. Faculty clubs, student clubs and certainly more student houses must also be built.

The estimates of the area required for the erection of new buildings in the first stage of the development scheme, and of the costs involved, are as follows. (The costs were estimated according to prices at the beginning of February 1951.)

<i>Department</i>	<i>Area reqd. in sq. m.</i>	<i>Cost in £l.</i>	<i>Notes</i>
Aeronautical Engineering	8,000	—	The money is now being collected in the U.S.A., as a special project.
Electrical Engineering (including Electronics)	5,500	250,000	The Technion has \$200,000 in hand for the Elec. Eng. Buildings. The remainder must be found.
Chemistry and Chemical Engineering (first instalment)	4,000	190,000	The dept. is bound to grow. The figures here indicated are for the first instalment only.
Civil Engineering (including Hydraulics)	8,000	320,000	—
Student Houses (first instalment)	—	200,000	—

*Equipment.* A survey has been made of the equipment required for the next three years. It was found that £1,800,000 worth of equipment is urgently needed.

## HEALTH SERVICES

The Ministry of Health was formed in 1948 out of the Vaad Leumi Health Department, and its main problem at first was to find a sufficiency of hospital beds. It still has insufficient, but great progress has been made in keeping abreast of the demands due to the rapid increase in the population.

### HEALTH SERVICES AND HOSPITALIZATION

On 1st January, 1951, the number of hospitals and beds was:

	<i>Hospitals</i>	<i>Beds</i>
General Hospitals . . . . .	49	4,678
Diseases of the Lung Hospitals . . . . .	10	842
Mental Hospitals . . . . .	21	1,917
Chronic Diseases Hospitals . . . . .	3	145
Leprosy Hospital . . . . .	1	35

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The above figures do not include hospitals of the Israel Defence Army or of the Malben Organization which cares for chronic cases, tuberculosis cases and certain other categories of diseases among new immigrants. Malben maintains 290 beds for chronic cases and 1,420 beds for other cases, mostly tuberculosis.

### DISTRIBUTION OF HOSPITALS BY REGIONS

	GENERAL HOSPITALS		DISEASES OF THE LUNG HOSPITALS		MENTAL HOSPITALS		CHRONIC DISEASES HOSPITALS		LEPROSY HOSPITALS	
	Hos- pitals	Beds	Hos- pitals	Beds	Hos- pitals	Beds	Hos- pitals	Beds	Hos- pitals	Beds
Tel Aviv Area (Tel Aviv to Hadera) .	22	2064	4	320	8	666	1	47	—	—
Haifa Area (Haifa to Hadera) .	11	996	1	48	1	59	—	—	—	—
Jezreel Valley and Galilee .	6	429	1	106	1	380	—	8	—	—
Jerusalem and Judacan Hills	6	698	3	241	10	632	1	45	1	35
Southern Area (South of Tel Aviv) .	4	491	1	127	1	180	1	55	—	—

### DISTRIBUTION OF HOSPITALS AND BEDS

	GENERAL HOSPITALS		DISEASES OF THE LUNG HOSPITALS		MENTAL HOSPITALS		CHRONIC DISEASES HOSPITALS		LEPROSY HOSPITALS	
	Hos- pitals	Beds	Hos- pitals	Beds	Hos- pitals	Beds	Hos- pitals	Beds	Hos- pitals	Beds
Government .	13	1863	3	275	3	803	1	55	—	—
Local Councils .	4	623	—	—	—	—	—	—	—	—
Kupat Holim of the Histadruth	7	557	2	183	2	180	1	37	—	—
Hadassah .	3	377	2	164	—	—	—	—	—	—
Other Public In- stitutions .	3	306	—	—	2	134	1	45	1	35
Anti-T.B. League .	—	—	2	137	—	—	—	—	—	—
Mission Hos- pitals .	5	390	—	6	—	—	—	8	—	—
Private Hos- pitals .	14	562	1 *	77	14	800	—	10	—	—

\* Malben.

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### RED SHIELD SOCIETY

The Magen David Adom (Red Shield Society) is the Israel equivalent of the Red Cross Society. By the "Magen David Adom Law of 12th July, 1950", the Society has the status of a national society in accordance with the Geneva Convention and the Charter of the International League of Red Cross Societies, to which it is affiliated.

It maintains thirty-five First-aid Stations and 100 Ambulances.

The Israel Workers Health Service, the Sick Fund of the General Federation of Labour (Histadruth), provides medical assistance for nearly half the population.

The fund was established in 1912 with 150 members.

It now finds a complete health service of its own, from local clinics staffed by one doctor and nurse to hospitals, central clinics and convalescent and rest homes. Some 50,000 men, women and children use the service every day.

It has nurses' schools, courses in midwifery and domestic science, refresher courses for its doctors.

By arrangement with the Jewish Agency, every new immigrant is given free medical treatment, which continues for three months after leaving the reception centre, even if he or she does not join Histadruth.

### CHILD-CARE

By the beginning of 1951 it was calculated that 38% of the Jewish population of Israel was under eighteen years of age, of which 38% had been born abroad. Many had come from camps in Europe, and a very large number were suffering from the after-effects of war and lack of adequate physical and cultural training.

The need for child-care was therefore particularly urgent, and has been met by WIZO, the Women's International Zionist Organization, Hadassah, the Women's Zionist Organization of America, by Kupat Holim, the Health Service of Histadruth, other organizations and the Ministry of Health. There is, however, still a shortage of hospital beds for children, as there is for grown-ups. There are altogether twenty-six organizations dealing with Jewish children under eighteen. Children are placed in one of 148 homes and schools supervised by these child welfare organizations.

WIZO alone caters for 30,000 children in its different boarding institutions and child services, and in its agricultural training farms and centres for vocational training it has educated another 10,000.

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### SPORTS AND PHYSICAL TRAINING

The physical strength, health, tolerance and perseverance required in agricultural pioneering and in military service in the land of Israel are such that games, as a substitute, are little required. They are as unnecessary as the teaching of football to bedouin.

In the urban districts, however, it is another story, and there is still something lacking. There is a Department of Physical Training for training teachers and promoting youth-camps and games. Their work is to be centred at the Orde Wingate Physical Education College. There is also the well-known Maccabi, the oldest of Israel's sports organizations inaugurated forty years ago, the Hapoel Sports organization of Histadruth, caring for the labour community in this respect, Elizar or the religious youth organization and some other clubs such as those of Hashomer Hatzair and Betar and others. All Israel's sports groups are united in the Sports Federation of Israel, affiliated to various international organizations. Nevertheless, the results in practice are still not entirely satisfactory and leave room for greater efforts in the future. Urban Jews tend to concentrate on things of the mind to the exclusion of the physical, and a recent Israel Government publication referring to education devotes many pages to cultural and general educational activity and only two summarized pages to physical education and sports. It is possible that there will be a marked divergence of type between the urban and country Israeli if this tendency is allowed to persist.

#### THE ORDE WINGATE PHYSICAL EDUCATION COLLEGE

The aims of this new College, which is under the supervision of the Department of Physical Training, are as follows:

- (a) Training of teachers and instructors in the various branches of physical education, sports and games.
- (b) Organization of Recreation Camps for youths and adults.
- (c) Training of personnel for physical rehabilitation.
- (d) Research and investigation into the influence of physical culture in relation to specific conditions in Israel, especially resettlement, climate, man-power and physical problems of labour.

The College site is established near the sea-shore at Herzlia and, when complete, will comprise lecture rooms, a library,

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research laboratory, dormitories, a gymnasium, offices, playing-fields, swimming-pool, etc.

### SOCIAL SECURITY

On 27th June, 1951, the Cabinet approved a draft bill of Israel's first National Insurance scheme. The draft bill is to be submitted to the Knesseth for debate at the next session. The present draft deals only with the first stage of the ultimate National Insurance programme, and covers old-age insurance, insurance for surviving dependants and partial maternity insurance.

*Old-age Insurance.* The pensionable age is sixty-five for men and sixty for women. Persons must be insured for a minimum of five years before they become eligible for old-age pensions. All persons who are at least five years under the pensionable age are insurable. The old-age insurance will cover the whole gainfully occupied population. An insured person remains insurable if he ceases to be gainfully occupied.

The pension consists of a basic pension, plus a cost-of-living allowance. (The initial total pension at present for a single person is £1.14 monthly and for a couple £1.21. After ten years of insurance, the total pension is increased by 50% of the initial pension, that is, to £1.21 for a single person or £1.32.500 for a couple at the present rates.)

*Pensions for Surviving Dependants.* Such pensions will be paid to the widow and orphans of a deceased insured person. The qualifying period for this pension is two years. Widows' pensions amount to 100% of the old-age pension; with the supplements for orphans it may rise to 200%.

*Maternity Insurance.* Maternity insurance will only be partial, and will consist only of cash benefits. It does not include hospitalization and subsequent convalescence for mothers. There is to be a one-time grant of £1.20 for every child at birth, and maternity allowances for mothers suffering loss of income as a result of their confinement. Such maternity allowances are paid for a total period of twelve weeks, and will equal the salary earned by the mother prior to her confinement, to a maximum of £1.15 per week.

*Cost of the Insurance Scheme.* The insurance scheme is estimated to cost 4.1% of the salaries of insured persons. This cost will be made up as follows:

- 1% by the Government,
- 1.3% by the employee,
- 1.8% by the employer.

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Self-employed persons will pay 3.1% of their incomes. It is estimated that 300,000 persons will be insured in the initial stages of the scheme, and that the budget for the first year will not be less than £1.8,000,000.

*Implementation.* The National Insurance plan will be carried out by a National Insurance Institute, provision for the establishment of which is contained in the draft bill. This National Insurance Institute will not form part of the Government administration, but will be under Government supervision. A Council and a Board of Directors will manage the Institute.

## CHAPTER EIGHT

### *Finance and Economics*

NO orthodox accountant, no planner from Whitehall or the State Department, no one, in fact, who knew about economics but did not know about the Jews would say that the State of Israel could survive. He would have denied it in May 1948; he would have denied it with slightly less conviction in 1949; and he would have denied it with absolute certainty in the autumn of 1951. An Israeli, on the other hand, would have given exactly the opposite answer, with a greater degree of conviction the worse the situation became. "Inside", he would say, "we have the will to live and, above all, to make this experiment succeed. We have missed so many opportunities of saving life, and we can miss no more. Outside, world Jewry has staked its money and its prestige on making the experiment succeed. The more difficult it becomes, the harder we will work and the more they will give." Indeed, the fear, suspicion and anger about Israel, which haunt the politics of the Middle East, are proof that the Arabs as well as the Jews are convinced that the State will not only survive, but that it will become the strongest economic unit in the eastern Mediterranean. The Arabs believe that this will come about not primarily through the efforts of world Jewry within the present boundaries of Israel, but because Israel will take arms again and conquer the surrounding States until at last it has enough to live on. The Arabs must admit, however, that the evidence at the moment is in the other direction. The Israel Government is now trying, with increasing courage and understanding of the situation, to make

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ends meet within its own boundaries. The expansionist party of the Heruth lost heavily in the July elections; and every muscle in the State of Israel is being strained to build up what they have, not to grab what they have not. Perhaps the supreme proof of this is the decision of the Jewish Agency to introduce selective immigration among those immigrants whose passages are paid out of public funds. This must have hurt Jewish hearts, in and outside Israel, but it is—and everyone since the State began has known that it was—the only condition under which those who live inside can hope to avoid starvation.

### MAIN PROBLEMS

The fact remains that neither the selection of immigrants nor the unlimited charity of American Jews can automatically solve the problems of the young State. For the country and the structure of the Israel economy have almost every known disadvantage, some of them extraordinary. It is, first and foremost, an undeveloped economy. The development under the Mandate was found to be sadly lop-sided after the Partition. In agriculture, for instance, the Jewish population of Palestine had, by predilection and by pressure of circumstances, concentrated on diversified farming—chickens, dairy stock and market-gardening; bread, meat and animal grains were produced almost entirely in the Arab parts of Palestine, in comparatively small quantities. Now that the Arabs have gone, their loss has only been replaced by imports.

As Palestine was part of the sterling area, and the City of London was, until the war, ready and willing to invest abroad, it did not matter that most of the young industries before the Partition were concentrated on such goods as textiles, bathroom china, false teeth and tinned fruit. But for the new State, which belonged to no monetary bloc and had to industrialize or perish, it has mattered very much. It meant that almost all the industrial equipment had to be imported. It meant, furthermore, that imports had to be of the most expensive kind; tyres, rather than raw rubber, trucks and cars rather than sheet steel, had to be bought and (largely) paid for in dollars or sterling. Finally, two major sources of industrial activity were, and still are, lying dormant. The Haifa refinery can only operate for local consumption, because, owing to the Arab boycott, the oil which it was built to refine is not being piped from Iraq. The by-products of the refinery could have been the basis of a flourishing petro-chemical industry in Haifa. The potash mines at Sodom are idle, also because of the Arab

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boycott. These are the special problems of Israel; it is clear that on these counts alone the Israel economy is under a severe strain, especially if there are added the normal demands of an undeveloped and necessarily expanding economy which cannot (even if it wanted to) rely mainly on primary production.

The second problem arises from the high proportion of barren land in Israel. It is true that Jewish Palestine retained the best farming land after the Partition; but it is equally true that the best land in Palestine was not on the whole very fertile or extensive. The imports of food alone ran at about £1.13 per head during the year 1949, and at about the same rate in the first quarter of 1951. By a concentrated policy of austerity which was too severe to last, they fell to about £1.10 per head in 1950; but even then 85% of the bread grains and fats consumed in the country had to come from abroad, 100% of the sugar and 63% of the fish. Only in milk, eggs, vegetables and fruit was Israel even approximately self-supporting. The same applies to the mineral resources and other industrial raw materials. The Dead Sea certainly contains some valuable chemical deposits—but it has still to be put to work again. Every ounce of fuel, with the exception of the refined oil which has, since 1950, been processed at Haifa (but has to be paid for), must be imported; all the rubber, a great many of the materials used in the vast building programme (particularly timber), the cotton and wool for its textile industry; ores, metals and alloys (mainly in semi-manufactured form)—none of these are found in Israel or grown on Israel soil. Apart from its citrus crop, the State of Israel has no important natural export industry at work; and almost any export industries that it may build up must, at least at first, be largely fed with imported materials. Above all, though every effort is being made to find them, the oil deposits, which are possessed in such generous quantities by some of Israel's Arab neighbours, have not yet been discovered in Israel.

Consequent upon the lack of great natural resources and the undeveloped economy, the total imports per head have been running at about £1.80 per annum, in spite of austerity, in spite of the astonishing increases in local production, and in spite of the number of goods which the immigrants brought with them. In 1950 the national product of Israel was about £1.335 million; the import bill was £1.103 million (goods paid for) and £1.18 million (goods which came in without payment of foreign exchange). Imports, therefore, were nearly 40% of local production. Exports of goods, on the other hand, were



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just over £1.13 million. To some extent this is owing to exceptional circumstances—circumstances which, nevertheless, may continue for a very long time. Nearly a third of the orange-groves were destroyed during the Arab war. The Haifa refineries are working at a rate that is far below capacity for reasons already described; and the Palestine Potash Company should, in the next year or so, again be exporting potash. The main problems will, however, remain, and the process of growth is expensive in capital, foreign exchange and productive capacity.

These, it may be argued, are merely the problems with which Israel's Arab neighbours are also faced. But Israel is not, in its way of life any more than in its origin, anything like an Arab State. In this lies the third great problem of its economy. It has to be built around two great idealisms which are the pillars of the new State of Israel. Jews who enter the State must find there a better life than they had outside; Jews who want to enter the State must, up to the limit of its capacity and beyond, be allowed to do so. Life must be saved, and the life that is saved must be worth living. Thus, the Government of Israel is determined to provide western standards of life in a country that has had "oriental" resources hitherto, and has not much industrial development; simultaneously, it has been opening its gates to something like 200,000 immigrants a year.

To take the standard of living first. In the ordinary budget for the first nine months of the fiscal year 1951-52, social welfare, education and health alone amount to nearly £10 million out of a total of £70 million—and that despite the fact that Histadruth funds finance a major part of the education, health and unemployment benefits enjoyed by its members. When an immigrant arrives in the country, be he from the Yemen or the United States of America, he expects the privileges of the land of milk and honey. He does, in fact, have a fairly uncomfortable life in a transit camp or *Maabarah*, but he gets, and is entitled to, the welfare privileges of the rest of the population. He must also, ultimately, be housed in buildings which are, if not luxurious, a great deal better serviced and more expensive to build than those of the average man among his Arab neighbours. Furthermore, the Government not only believes that it must provide a fair standard of living for the few; it believes in social justice and in Socialist principles of economic policy. And, as Englishmen know only too well, this is one of the surer ways of guaranteeing permanent inflationary pressure. In the first place, the Government has done its best to maintain full employment. If it has not been entirely successful, it has

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been the scarcity of material, not its own efforts, that was to blame. Unemployment in the last two years has rarely stood at more than 3% of the working population—i.e., of those of it already absorbed in the economy of the country—plus, and at most, 25% of the 120,000 or so who were living in the temporary camps or *Maabaroth*, at the end of March, 1951. But this has only been possible at the cost of deliberately creating work. To some extent, the quicker the immigrants can get to work the better; but in their enthusiasm to cut the period of idleness to the minimum, the State authorities have often been obliged to spend money and materials on public works which were not of the first priority. A secondary consequence of this policy has been that the industrialists and the collective enterprises, to whom efficiency and productivity were everything, have been forced to employ labour which was very often unskilled and unsuitable. In the second place, the Government has followed a consistent policy of "fair shares" for all through price control and rationing. Again, as in England during the war, this has kept the official cost of living within bounds, but it has inevitably led to suppressed inflation, and has thrown an insupportable strain on the other sectors of the economy. The less people had to spend on essentials, the more they had to spend on the black market, and the stronger the pressures not only on the prices of luxury goods, but also on the Israel pound and the illicit building trade.

Then there are the immigrants. They are not the sole cause of the economic problems with which the new State of Israel is confronted. To end immigration would not be to end the economic troubles of the Israel people. But it is, undoubtedly, the main single cause of those troubles. From May 1948 to April 1951, 591,000 people had come into Israel, and swollen a population of about 650,000 to over 1,300,000. For these numbers of people to be absorbed into the economy of the country, there must be a continual and very rapid rate of expansion in its economic activities. Apart from the inflationary effects of such an expansion, it is reckoned that every 150,000 immigrants put £1.10 million per annum on to the import bill. Above all, they must ultimately be housed, and this means that a large proportion of the country's resources must be devoted to the non-productive business of building houses. This would be difficult enough if the immigrants could start useful work straight away; but administrative problems alone make this impossible. For several months, therefore, they are a net drain on the country's resources. They eat, they are sick, they have to be educated, but they

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neither build nor produce. More than 5% of those who have come in during the last few years were over sixty; which is a low proportion. Over 25% of them have been under fourteen, who must be cared for in special youth wards, and educated, and only after some time can they contribute towards their keep. Finally, many have been classified as "without suitable training for absorption into the country's economy", and this proportion grows as the origin of the immigrants shifts from Europe to the Arab countries of Asia and Africa. Israel is short of skills. One day, youth will tell in its favour, but a shortage of trained men will remain for a number of years. For the moment, at any rate, the immigrants necessarily extract from the country far more than they can give it, and not only during the period while they are living in transit camps. It is reckoned that even the toughest immigrant is a burden on the State for a period that is at least two and a half years, and may stretch to five or ten or longer.

There is another and more general factor which exaggerates this scarcity of goods and excess of mouths to feed. The whole structure of Israel's economy—not merely as it was at the time of the Partition, but also as it has developed since—is top-heavy. Whatever way one looks at it (employment, investment and the sources of the national income), the emphasis on activities which produce nothing immediately but cost a lot, is out of all proportion to the emphasis on production. To some extent, immigration is the cause, not only because of the vast Government and Agency expenditure involved in receiving the immigrants and finding work for them to do. It is also largely the cause of the enormous proportion of new investment which must be concentrated on building.

In 1950 alone £55 million out of a total of £114 million net investment was spent on residential construction, and a further £16 million on transport and public works; in a country where capital development in productive enterprises is the key to success, this is a very high proportion indeed. Industry received no more than £15 million of the net investment in 1950. The nature of the Jewish State and the characteristics of the Jewish race are in many ways more of a hindrance than a help in the great work of reconstruction. The State is young, inexperienced, and in danger. It must build from scratch a new Civil Service and a system of local authorities. In the middle of 1950, 9% of the working population and 15% of the national income were devoted to the Civil Service. How large the Army was, no one without access to the Government's secret files can tell; rumour has it that the special military budget

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was one and a half times the size of the ordinary one. At all events, the maintenance of a considerable standing army has cost a great deal of money and equipment. In theory, it has also deprived the country of a large number of civilian workers; but as more than half the conscripts spend most of their time on the land, this may well have been more of a good than an evil. Finally, there is the police, who, in the nine months April to December 1951, will have cost £3 million (second only to education in the items of civilian expenditure contained in the ordinary budget).

The history and characteristics of the race have also worked to produce this top-heavy effect in the economy. Jews outside Israel are famed as traders, as financiers, as members of the liberal professions and as connoisseurs of good living. How natural, then, that in the new State nearly half the working population (43% in 1950) should be engaged in these occupations. 18% of the working population are engaged in agriculture, and 25% in industry; but 17% are traders or financiers, and 15% are either professional men or in the hotel business. The tourist trade, true, is an important item in Israel's invisible income from abroad; so is insurance. But can it be right, in a country like Israel, that as many people are engaged in buying and selling as are at work on the land? It is hardly surprising that the new population of Israel should seek at first to turn its hand to the occupations which it left behind it in the old world. They are accustomed to a buzz of gregarious activity, and have no taste whatever for the loneliness of rural life. The Government justifiably claims with pride that the occupational distribution of the population is comparable to that of a Western country. But can a population which is expanding more rapidly than any other in the world afford to produce so little? Productivity per head of those who are actually producing is high; but as a result of the numbers who actually produce neither goods nor material investments, productivity per head of the total working population is 20% less than in France. And France is neither young nor expanding.

Further difficulties must be added to this list of Israel's economic problems. The rise in world prices following the Korean war must inevitably have hit Israel proportionately harder than any other country. For its import bill, particularly in food and raw materials, is larger in proportion to its national income than that of any other country in the world. On the brighter side for Israel it can be said that it is now obvious that the Arab trade boycott has done Israel little if any harm. What it has done to the Arabs is for them a different

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story. The crux of Israel-Arab trade relations is this: Israel is, and always has been, a complementary economy to its Arab neighbours. Despite the theoretical boycott on Jewish exports and imports which the Arab States have proclaimed on and off since 1936, Palestine became by far their largest export market in the Middle East. For some of them (notably Lebanon and Jordan) it was their largest market in the world. When they imposed the complete embargo in 1948, they lost these markets (which were largely for perishable goods); Israel either did without or else found other sources of supply. As it had been running a huge deficit with the Arab countries, it made little difference that it had to transfer this deficit elsewhere. So far as exports went, it had sent only £600,000 worth of exports to all the Arab States put together in 1947. It was no hardship to concentrate on its export markets in Europe and America. This is not to say that Israel's relations with the Arabs have not hurt it economically; the Haifa refinery stoppage, the water supplies for irrigation and potash works, the blockade of the Canal, the need for a large standing army—these have certainly hurt her. How much, it is difficult to say. But the embargo on direct trade has scarcely hurt at all. The boycott, in fact, was a boomerang.

These are the basic problems which face Israel economists today. The problems have produced two symptoms—unbalance in Israel's trading accounts and marked internal inflation. There are not enough goods for export or consumption, and there are too many people and too much money ready and waiting to absorb them. The trouble about these two symptoms is that they exist together; they nearly always do, but very rarely to such an acute degree. There need be no fear of them where a shortage of goods at home can be relieved by an infinitely elastic import surplus, but when the import surplus is not only inelastic but may have to be reduced, when the level of capital investment must be maintained, and when the level of consumption is already cut to the bone, the problem is very nearly insoluble. That, in outline, is the position in Israel today; and to it there should be added the qualification that the prospect is almost alarming enough to stimulate another great surge to the rescue by American Jewry.

Though it is now clear that this is the position, it took some time for the true factors to emerge with quite this simplicity. For the first two years of the State's existence, it was able to import enough goods, for which it did not pay, to keep inflation at bay. While there was fairly severe austerity, there was just enough to live tolerably and to utilize most of the money

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in circulation. Then came the Baghdad airlift and the great influx of Jews from the Yemen; the flow of immigrants seemed to have taken on new life, the flow of charity from abroad was running down, and world prices began to soar. So the inflation which had been hovering round the corner came out into the open. Towards the end of 1950 the wage freeze broke (55,000 man-days were lost during the year owing to labour disputes), the black market in goods and currency started to run wild and the Government could no longer escape taking the bull by both horns. They had to cut imports per head, even though they could not cut the total import bill, and they had to embark on a series of measures to reduce the amount of useless money in the country.

But the worries of an Israel economist do not end with the fact that the more he cuts imports the worse the internal inflation becomes. He is also faced with the difficulty that he cannot deal with his inflation by a general policy of deflating and restricting credit. If Israel is to survive, it must expand its production. To do this it needs capital, foreign and domestic alike, for there is not and will not be enough foreign capital to do the job. His problem cannot be solved, therefore, merely by prohibitive taxation and a completely negative credit policy. What he has to do, somehow, is to entice the money that is now being used on the black markets into private investments and into Government loans, if it will go; if it will not, then it must be taxed away, and stopped at source by restricting inflationary bank credits and stopping the issue of Treasury Bills. This is no easy problem in a state of inflation, where nobody wants to save and everyone wants to spend; but this is the tortuous and conflicting background against which the present Government of Israel has to set its economic policy.

### GOVERNMENT POLICY

There are two features especial to the government of Israel which are reflected in every move that it makes to keep the economy running. It is by deep conviction and by history a Socialist Government. It believes in social justice; it would like to achieve its results by Socialist planning. Secondly, it is also the Government of a country which must live mainly by charity, by risk capital and by private enterprise. Politics may be based on the possible; economics are the determinant of the possible. And so the Socialist Government of Israel may make paper plans, but the willingness of American Jewry to donate, and the whim of the private investor inside and outside the country, will largely determine how far those plans are

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feasible. The economy cannot be confined in a nationalized jacket because free capital must have at least some freedom of movement. This is why persuasion rather than strict planning has been the instrument employed, and why opportunism as much as Socialism has been the basis of policy.

The story really begins with the fact that Israel has three separate budgets for each financial year (April to March). There is the Ordinary Budget, which contains only part of the military expenditure; but in other respects is like any other government's budget. In the last two years it has been approximately balanced. There is the Special Defence Budget, which contains the rest of the military expenditure. It is not revealed how large it is, but the Government makes no secret of the fact that it is—or was until the middle of 1951—mainly financed by the issue of Treasury Bills, and was almost entirely inflationary in its effect. Finally, there is the Special Development Budget, which is mainly concerned with the absorption of immigrants and other public works. Like the Defence Budget, it has in the past been highly inflationary, being financed partially by the loans which the Government has been able to raise inside and outside the country, and partially by the issue of Land Bonds which work very much like Treasury Bills. With these as its main instruments the Government has pursued a policy which is part planning, part fortuitous. Investment has been partially controlled, partially free; so have been imports and prices. The only things which were, until recently, entirely free were inflation and immigration; the only things which have been entirely controlled have been the rationing and price of essential food, clothing and furniture.

On the matter of investment, the Government knew exactly what it wanted; it has, in fact, committed its ideas to paper in the form of a three- and a four-year plan for the development of Israel. It wanted, first of all, investment which would show a quick return in the form of things to buy and sell or houses to live in. Secondly, it wanted the things which are produced either to save imports or increase exports. Finally, it wanted the economy to grow in a balanced way; there should be a proportion of four to one as between urban and agricultural workers and there should not be too many people living in the suburbs that have mushroomed outside Haifa and Tel Aviv-Jaffa, or too few in the new urban settlements. It was on the basis of these plans that it launched the new three-year programme.

To continue the present rate of immigration, to develop the country, and to balance its payments, Israel needed \$1,500

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million during 1951-53. \$300 million of this was to be for industry, and another \$320 million for agriculture; nearly \$600 million would be needed for housing and public works, a further \$150 million for the care of immigrants, and \$135 million for transport, trade and services. Israel, its Ministers promised, would raise one-third of this amount inside the country from private investors or by Government loans, if American Jewry could find the rest in the United States. The hope was that \$500 million could be raised by the 3½% Bond issue, and the remaining \$500 million by U.S. Government grants and from private investors.

The plans are there, down to the detailed proposals for the expansion of each industry and the irrigation of each dunam. But the sources of finance are not yet secured and the best the Government can do is to march rather unsteadily towards its ultimate objective—which is, that the State of Israel shall become viable.

In one sector of the economy alone, the Government has direct control, through its expenditure under the Development Budget. This amounted to £1.65 million actually spent in the fiscal year 1950-51, and was scheduled as £1.35 million for the six months April-September 1951. In relation to the ordinary budget of £1.70 million for the nine months April-December 1951, it is a lot of money. The Development Budget is almost entirely concerned with public works, with the building of houses, roads and irrigation projects and with the settlement of immigrants. It scarcely touches the development of industry and deals with only a fragment of the development of agriculture. And even where it is effective, it can never run to schedule, for it depends on how much can be imported and how much can be produced at home—always less than the framers of the budget anticipate.

The rest must be left to the private investor, in Israel and overseas. In March 1950, the Knesseth passed the Law for the Encouragement of Capital Investment, which had two main objects in view. It was intended to make the climate as favourable as possible for private capital; and it provided some means of influencing the kind and the direction of that capital. But it was, and remains, the policy of the Government only to influence, not to control. On the degree of influence which should be employed, there is no one opinion in Israel Government circles. The Law set up an Investment Centre, which was to pass judgment on the various investment projects. It also specified a number of concessions which the Centre could bestow on approved investors. But that is all; the Centre



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cannot refuse a project, nor is it entirely certain that it would want to. Dollars are dollars, and if they come into the country, should Israel refuse them? And if it started refusing some, would it not discourage the others?

The favours which are within the Centre's power are related to the allocation of foreign exchange, the supply of building materials and the relief of taxes. For "approved undertakings of vital national importance", it can recommend that they be allowed to remit annually up to 10% of the initial investment in the form of dividends, profits and redemption; it can recommend that they be granted licences to import equipment and raw materials; it can suggest that their capital imports should be free of duty, that they should have the necessary allocation of building materials, that land should be leased to them on favourable terms, that they should not be taxed more than 25% of their income in any year. And it can do all or any of these things on a graduated scale, depending on how much it approves of the investment. The criteria it has usually employed are how much, and how soon it will save imports or increase exports, and whether it is the first of its kind. This has worked, on the whole, well. In the first year of its existence, the Centre approved or recommended £1.55 million worth of investment, of which £1.30 million came from abroad. How much unapproved investment went on it is difficult to make out, but, through the "imports without payments" scheme and various other dodges, a good deal of investment without privileges must have been possible.

Next to investment, the second major plank in the Government's policy is a planned import policy and the control of foreign exchange. With a deficit on its current account balance of payments in 1949 of £1.74 million and in 1950 of £1.90 million, this is obviously vital. But even here there is not complete control; even here opportunism and planning have gone hand in hand. In theory, all foreign exchange is controlled; all residents in the State of Israel must surrender their foreign holdings, and all importers must get a licence to import. Since 1949 there has been an "austerity" import programme which tries not only to ensure that everybody can get the basic necessities of life, but also to relate the import availabilities to the development programme. But in practice there have been three main loopholes. About 18% of all imports in 1950 came in under an officially sponsored scheme known as "imports without payment"—without a licence and ostensibly without the payment of any foreign exchange; in practice, a great number of the things which the Government had hoped to buy

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it could not afford to buy, and rations were becoming very short by the end of 1950; in practice, too, there is still a black market for currency in spite of Government action to contain it.

The Government has tried to tailor its import programme in three different ways. It has tried—and failed—to reduce its total size. In spite of expanding production and austerity standards of living at home, 200,000 immigrants a year and the rise in world prices proved too much for it. Total imports rose from £88 million in 1949 to £103 million in 1950; in the first seven months of 1951 they were £1.63 million. The Government has also tried, with slightly more success, to reduce total imports per head. They fell from a quarterly average of £1.21 in 1949 to £1.20 in 1950 and £1.18 in the first quarter of 1951. As prices were rising all the time, the fall in the actual volume must have been considerable. Finally, it has tried by degrees to cut the proportion of imports which went straight into the shops, and step up the proportion which went into building houses and developing factories. Again, it has had only partial success. Imports of food and raw materials fell from a quarterly average of just over £1.10 per head in 1949 to just under £1.9 per head in 1950. At the same time, imports for investment rose from nearly £1.6 to nearly £1.7 per head. But in the first quarter of 1951 they fell to about £1.5 10s. It is true that food and raw materials also fell to £1.8 10s., because the pressure on foreign exchange was worse than ever before. But it is also true that inflation and the effects of a prolonged austerity were beginning to break through even the strict principles of the import programme. By the end of 1950 the black market in rationed goods could no longer be ignored. A black market is bound to flourish in a country whose inhabitants have equal rations and unequal standards of requirement; but there comes a point when the black market threatens to develop into social anarchy. This point was reached at the beginning of 1951; it was reinforced by the drought which desiccated Israel's crops and vegetables. As a result, imports of food in the whole of 1951 will probably be found to have taken a larger share of the available foreign exchange than they did in 1950.

At the same time, and indirectly for the same reason, the "import without payments" scheme came under heavy fire. The idea of the scheme was sensible, if not sound; its practice was extremely dangerous. It was thought that a number of potential investors overseas, and some of the immigrants, would prefer to invest in or give to Israel goods rather than money. The goods would either help set up or supply a factory, or be

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sold for whatever they would fetch inside the country. The investor or the immigrant then got a handsome profit in £ Israel (which was pleasing to the immigrant, though not always so useful for the overseas investor), and the population of Israel had acquired an import without having to pay dollars for it. From the first, however, the scheme was open to abuse. Once there was a loophole in the licensing system, it could soon be battered into a breach. The speculative builder with a wealthy client (who had nothing else on which to spend his money) could and did resort to the black market, purchase foreign exchange at a vast premium, and thus pay for a number of "imports without payment" which were in fact no such thing. As the black market was one way of bringing out into the open the foreign currency which the immigrants brought with them but did not wish to declare, it could not be abolished. As the state of inflation was such that almost any house could be built and sold at a profit at almost any price, the rate of exchange was no obstacle to the builder. There were two evil results. The builders who ought to have been building houses for immigrants were busy satisfying rich clients; and the £ Israel fell to as low as 70 cents on the free markets in Israel and outside (the official rate of exchange is the same as that of the sterling—\$2.80 to the £).

This began to have very serious consequences. For the Israel currency is highly vulnerable, because it is almost entirely backed by Land Bonds and Treasury Bills (mainly the former). By November 1951 currency in circulation amounted to £1.97 million, of which no more than £1.2·8 million was backed by foreign exchange. Devaluation, on the other hand, is necessarily a desperate step for Israel. In no other country are the imports proportionately so large and the exports so small. When the £ sterling was devalued in September 1949 the £ Israel had to follow it down. But since then the Government clung to a constant rate of official exchange by every means in its power—the most effective being the system of premiums to exporters and of subsidies to the citrus producers. The £ Israel, however, was clearly doomed if it remained subject to unlimited pressure on the black market. In March 1951 the Finance Minister, Mr. Kaplan, moved. He appointed one agency—the Israel Commercial Corporation Tel Aviv—as the only firm with authority to buy dollars on the free market. It was to do all the purchasing of dollars that had to be done on the free market, and an official limit was set to the price at which it could buy. The fact that, in February this year, the Government was forced to introduce differential

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exchange rates—whose immediate effect on internal prices will be much the same as devaluation—is proof that the black market has kept the upper hand. The new rates are intended as a measure of domestic deflation, not of boosting exports. And they were necessary just because the old policies of physical rather than fiscal controls could no longer stand up to the pressure of the black market which inflation had generated.

Above and behind the problems of investment, and even of imports, towers the new State's worst enemy—inflation. Fed by the artificial financing of development and the Army, nourished by the number of non-productive immigrants, given a fillip by the shortage of foreign exchange, it has gone from strength to strength. The World War and the Arab war between them had left the new State a legacy of inflationary pressure. In the first flush of its idealism it set to work to cut prices and lower the cost of living. Against all the natural forces, it succeeded, for a while. By dint of price control, subsidies and rationing, the cost-of-living index (basic food, rents, clothing, furniture and household goods) fell from 347 points in 1949 to 317 points in July 1950. Even the prices of other goods sagged a little under the onslaught. But it could not last. By October 1950 the official index had risen to 324 and by April 1951 it was up to 341. Even then, however, it was *prima facie* behaving with extraordinary moderation. As the Government explained, everybody's cost of living rose in 1950–51. In the United States it rose by nearly 10% between January 1950 and February 1951. In Norway it rose by 12% and in Britain by 4½%. In Israel it rose only 4%, and the cost of food by less than 1%. But this was not the whole story. Under the surface there were far worse hazards than there ever were in Norway. In the first place, the cost-of-living index in Israel is based on an even more unrepresentative list of foods and household articles than in most countries. Secondly, even there the rise was gathering momentum towards the end of 1950. Thirdly, it had been kept under control only by great sacrifices in other sectors of the economy. Finally, by the beginning of 1951 very few of the rations were actually being honoured. The price might be reasonable, but the food was not there. It had found its way to the black market, or it had never come into the country at all.

That this was inevitable is obvious from a glance at any statistics other than the official cost-of-living. The note circulation grew from £1.50 million in January 1950 to £1.74 million in January 1951, and by November it was £1.94 million. Bank deposits were swelling at much the same rate.

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The country's national production (at factor cost) went up from £1.250 million in 1949 to £1.334 million in 1950. There was, in fact, 34% more money in people's pockets. But not even the most optimistic Government statistician believes that the number of goods and services increased by more than 23%. How could it be otherwise, with inflationary budgets, easy bank credit, huge subsidies on basic commodities, exporters earning premiums and import prices rising steadily?

In March 1951, when the new budget was due, there was a political crisis. Mr. Ben-Gurion resigned—this time in earnest, though his Ministry remained as caretaker until the July elections. Astonishingly, it was during this period of interregnum that it initiated a new and extremely brave attack on inflation. Mr. Kaplan's interim budget (for six months April–September, later expanded to last until December) heralded an era of financial stringency. The Ordinary Budget in 1950–51 had balanced; indeed, the Finance Minister had found a surplus of about £1.5 million at the end of March. But less than half (£1.30 million) of the development budget (£1.65 million) had been even theoretically covered by revenue or loans. The rest had been met by the old, inflationary prescription of Land Bonds (most of which could be sold only by printing new money). The Defence Budget, not made public, was almost certainly financed exclusively by the issue of Treasury Bills. In the new fiscal year Mr. Kaplan announced his intention of not only balancing an enlarged Ordinary Budget, but of balancing the Development Budget as well. Only £1.10 million out of the £1.35 million Development Budget for the six months April–September was to be financed by Land Bonds. Simultaneously, the issue of Treasury Bills was suspended, and the proportion of military expenditure to be met out of ordinary revenue was increased by about £1.2 million. It is the Government's professed policy to do this a little more each year; but how it is financing the still very considerable Defence Budget, in the absence of Treasury Bills, is completely obscure.

Not content with raising the tax yield (the actual rate of taxation was left much as before) and balancing its budget at a higher level than in 1950, the Government next turned its attention to the banks. These had been regarding Treasury Bills as liquid resources, and had been expanding their credits accordingly. Now the liquidity ratio was raised and more strictly enforced, and the banks were asked to refuse all credits for merely speculative or other vicious activities. Finally, the Government brought its mind to bear on the most intractable of

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all its internal problems—how to raise real, productive capital. It was comparatively easy to stop inflationary credits and to maintain a high level of taxation. It was much more difficult to mobilize savings. And unless it could do this, development must be stultified and inflation continue. It is often said that all Israel's problems could be solved if only it could get enough capital. In a sense, this is totally untrue. There is capital in the country, but there is, or has been, a dearth of capital which is willing to finance the kind of enterprise which Israel needs. Too few people want to invest directly in industry or agriculture, or even through public loans; the Government had consistently failed to meet more than a slight proportion of its development expenditure through long- or medium-term borrowing. In March, therefore, it launched a new kind of loan, designed to beat inflation at its own game and to attract capital even in the prevailing crisis. It issued, as a first instalment, £1.10 million worth of saving certificates (the first to be seen in Israel) with a cumulative interest of  $2\frac{1}{2}\%$ , guaranteeing the initial investment against devaluation in terms of the dollar. The issue was not, to begin with, an outstanding success. It remains to be seen whether the new technique will work in the end, and whether the Government can afford to continue it. What is certain, however, is that the search for small savings must go on, and on its success the prosperity of Israel depends, to a quite large extent.

## THE BALANCE OF PAYMENTS

Failure or success will in the end be dictated by the balance of payments. Failure, of course, is unthinkable to a Jew, but no Gentile can look at the trading accounts without doubting. In the year 1950 Israel needed £1.113.4 million of foreign exchange. £1.92.4 million were for the import of goods and £1.10.6 million for the ships that carried them. The accounts were balanced by a miraculous combination of generosity, ingenuity and hope. Exports, insurance, tourism and an item called "miscellaneous" accounted for £1.18.8 million. These (with the possible exception of "miscellaneous") will slowly expand. In the first seven months of 1951, imports were £1.63 million (for the same period in 1950 they were £1.61 million) and exports were £1.12 million (£1.8.8 million in 1950). Industrial exports, too, are expanding; although industry has a great many other claims on its resources, and it, in turn, depends largely on the amount of materials that can be imported. More than half the exports at the moment are citrus fruit and juices (since it takes a young orange-tree six

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years to produce any fruit, and as it costs a great deal of money and time to irrigate new groves, the progress can scarcely be fast). In six years mass immigration, in fact, will be over, and the crisis passed, before the citrus crop can earn much more foreign exchange. In any event, exports are, and will remain for some time, an insignificant fraction of the import bill.

The other items on the credit side of the account are with American Jewry. In 1950 £20 million came from "National Funds and Institutions"—charitable contributors who have shown a not unnatural tendency to give less as time goes on. £1.16 million came from the loan of the United States Export-Import Bank; this was originally for \$100 million, which was fast running out (\$80 million had been used by the end of 1950), but was increased at the beginning of 1951 by another \$35 million. If the new loan goes as fast as the old one, it will not last far into 1952. £1.15 million in 1950 came from Israel's sterling balances, built up (to £1.40 million) during the Second World War, blocked by His Majesty's Treasury, and released in yearly instalments. In January 1951 an agreement was reached with the British Government to allocate the remaining £1.13.7 million of balances. £1.7 million were to be released in 1951, and £1.6.7 million in 1952; and Israel could anticipate, if pressed, £1.2 million of the 1952 allocation. At the same time, Britain agreed to allow residents in Britain to remit, out of charity, £1.2½ million a year. Thus, in 1951, Israel will have had a maximum of £1.11½ million from the sterling balances and from sources in Britain; in 1952 it will have at the most £1.9 million and at the worst less than £1.5 million; in 1953 it may have nothing at all.

A further £1.18.3 million on the credit side of the 1950 accounts represented "imports without payment". These were increasing rapidly at the beginning of 1951, and great hopes were pinned on their future. Now, though no one knows what the Government will do about them, everybody (except possibly the building trade) is convinced that they are by no means an unmixed blessing. Finally, there were the cash transfers and private remittances both ways, which in 1950 operated in Israel's favour to the tune of about £1.3½ million; and the other imports of capital (about £1.21 million). As Israel immigrants are gradually obliged to surrender all their foreign holdings, and as the later immigrants tend to be poorer and to come from less wealthy countries, the value of private remittances into Israel is bound to fall. As the services on foreign public and private debts get heavier, the remittances out of Israel are

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bound to grow. The outlook for capital imports (which are much more important) is little better. They come partly from commercial and Government loans and partly from foreign private investors. A number of foreign banks and governments, particularly in Switzerland, Belgium and France, have extended credits to Israel, though the total is probably not more than £1.10 million at the end of 1951. In addition, many of Israel's trade agreements provide a swing fund, which is the equivalent of a short-term credit. So far as private investment is concerned, the flow of non-American capital has on the whole been encouraging. American capital has not. In the early days much more was expected of the American private investor. The disillusion came slowly, but it has come. The American investor since the war has proved time and again that he is not, at any rate yet, in the frame of mind to take over the kind of large-scale long-term lending which was done by the City of London before the war. Why should he risk capital in Israel, when there are opportunities for it in the United States of America? Why should he invest in the kind of basic development which Israel needs, when he can make a quick profit in, say, a Philadelphia drug-store? Of the £30 million private foreign investment which was approved or recommended by the Investment Centre in the year 1950-51, under £10 million was to come from the United States. In one sense it does not matter much whether the capital comes from America or Finland, so long as it does come, and Israel can buy what it needs with foreign exchange. But as nearly half its imports come from America and cost it dollars, and as the United States is now the only large source of private capital in the world, the shyness of the American investor is a hard blow to Israel. It was in part to meet this difficulty that the Bond Issue was launched; if Americans did not like investing directly in private enterprise abroad, perhaps they would look more favourably on a Government loan. Between May and October \$70 million had been pledged (though less than \$25 million had actually been subscribed); the total issue was \$500 million, to be taken up in three years. In the first few months there was enthusiasm and novelty, and the main subscribers had made their contribution. How much will come forward in 1952 is an open question, but it will be surprising if it reaches half the total for the first six months of 1951.

There is then one item, and only one, on the credit account of Israel's balance of payments which will certainly be bigger next year than in 1950 or 1951. Early in 1951 the American Government was asked for a grant-in-aid. This in itself is a



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measure of Israel's plight, for it meant that at least one leg was thrown over the East-West fence, on which the new State had been rather uneasily sitting since its 'beginning. The United States Government could not give Israel \$150 million, mainly because this sum was out of proportion to the aid which it was proposing to give to the Arabs. Washington, too, had its fence. But it did give Israel \$50 million in September 1951, to last until June 1952, under the Mutual Security Programme, under which all its foreign aid was listed. What, if anything, it will give in the following year is unknown. No equation can therefore be drawn for Israel's foreign accounts in the coming year. Indeed, no equation at the moment is possible; they will not balance, and the only thing that can make them balance is the emotional ties between Israel and American Jewry. All that can be said is that nearly all the other factors that contributed to making a balance in 1950 will be less favourable in 1952. Hope can centre only on the subscribers to the Bond Issue and on the Government of the United States of America.

History, not economics, suggests that Israel will neither be destroyed by inflation nor immediately expand in the Middle East.

## CHAPTER NINE

### *Foreign Policy: Israel's Relations with her Neighbours and the Great Powers*

THE basic principle of Israel's foreign policy was announced by the Government after the first general elections early in 1949. It was to be an independent foreign policy, based on loyalty to the United Nations and friendship with all peace-loving countries. Israel was not to join any Power or group of Powers against another. Attempts to sum up this policy in catch-words such as "neutrality" and "non-identification" were successively abandoned: "neutrality" because it savoured too much of indifference and impotence, "non-identification" because it was too negative a concept. Israel's foreign policy, it was said, being positive, could not be described better than one of "independence, based on her Government's own judgment and purpose."

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It was during the year 1950 that this policy was put to its first test as the result of the Korean crisis. Speaking on the danger of world war, the Prime Minister placed Israel among the many nations who are "still free as far as a nation can be free in this world of mutual inter-relationships: nations which are not blindly subject to any side, but determine their attitude on each occasion from the point of view of what is good or bad for humanity and themselves. Such nations wish with all their hearts to maintain peace," he stated.

"The key to world peace is not in Israel's hands. We are a small nation faced with great difficulties, laden with colossal tasks. But we are not a negligible factor, nor are we powerless—quantitatively, physically, militarily and certainly not morally or politically."

He added that while Israel's forces are small, they are not negligible, and any foreign aggressor already involved in global war would have to consider this before attacking Israel and ranging against him the full opposing forces of Israel.

Mr. Ben-Gurion emphasized that, unlike that of most countries, Israel's security problem is one of very existence for the State and its citizens.

"War was declared on us by those who sought to prevent the establishment of the State," he recalled. "For us, security is a question not concerned with this or that frontier or even independence or subjugation. For us, security is a problem really of life or death; for the expressed desire of our enemies is to uproot us and throw us into the sea."

Mr. Ben-Gurion made special reference to the unique relationship between Israel and world Jewry. "We must not forget for a moment that the fate of the Jewish people in the world is bound up with our existence and independence—and perhaps also the fate of every individual Jew wherever he may be. Had the State of Israel existed prior to 1939, the catastrophe that overwhelmed the Jews of Europe would have been averted."

As a member of the United Nations, bound by the obligations of the Charter, Israel did not hesitate in her support of collective action in Korea. Her support of the action which the United States took in Korea, in conformity with the General Assembly's resolutions, was, on the other hand, balanced by her recognition of the Central People's Government of China and her refusal to endorse American policy on Formosa. By her insistence on a cease-fire in Korea, and on a political solution having as its aim the restoration of freedom and self-determination to the Korean people, Israel achieved

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for herself a respected place in international councils disproportionate to her size or economic capacity.

The end of the year 1950 saw the hopes of peace with the Arab world as illusory and remote as ever. The Arab League in Cairo and the Arab delegations at Lake Success were no less determined than before over their differences with Israel. The United Nations Conciliation Commission for Palestine could report next to no progress. The endeavour of the United Nations Relief and Works Agency made little impression on the refugee problem, since the Arab States had set their face against any solution by resettlement and rehabilitation. At the Autumn Assembly of the United Nations Organization the Israel Foreign Minister, Mr. Moshe Sharett, ended his address with the following statement:

“For its part, the State of Israel, within its very limited capacity . . . has embarked upon an ambitious phase of reconstruction and rehabilitation. It has done so to consolidate its position and to fulfil its historic mission. As a result, the whole aspect of our country is changing under our very eyes. Our population has risen by seventy-five per cent within the last twenty-eight months. Masses of Jews, driven by misery and fear and drawn by the promise of freedom and dignity, are entering and settling down. Their very evacuation to Israel eliminates sources of weakness and danger to the Jewish people and the world. Large numbers of them are uplifted in the process from the depths of destitution and backwardness to greater productivity and civilized ways of life. To render this possible, all the latent natural resources of the land are being developed at an accelerated pace, and the fruits of science and technology are vigorously applied. The country is shaking off its age-old lethargy and the people advances towards higher forms of living.

“If our neighbours would heed the call of the Security Council and make peace with us, instead of confusing the issue by false charges and prolonging the plight of Arab refugees by delaying a settlement, our constructive endeavours could have merged with theirs for the benefit of the entire area of the Middle East. Be that as it may, what is being achieved, or at least attempted, in the field of development within the narrow confines of Israel, carried out single-handedly by one small State, could certainly be repeated on a vast scale by an international pooling of efforts wherever multitudes of people crave for better health, education and creative activity.

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"We are faced with a twofold task. Firmness in dealing with aggression wherever and by whomever it may be committed, with bold foresight in attacking the twin human ills of poverty and ignorance, should be the watchwords of the United Nations. There can be no real progress without peace. There can be no permanent peace without progress. The attainment of both is the essence of the international Organization. The two are united in the hope of mankind."

At the end of 1951 the frontier security situation was reasonably stable, neither much better nor much worse than it was a year earlier. There is no reason to suppose that the Arab States will modify their political opposition to Israel or that they would not take military action against Israel if they dared. As they have all seven tried once and failed, and Israel is now relatively strong, it seems unlikely that they will do so unless helped by others.

### JERUSALEM ISSUE

The original plan for the internationalization of Jerusalem came to an end in the course of 1950. The Trusteeship Council, which had been charged by the General Assembly in December 1949 with the task of drafting and implementing a statute to impose an international regime on the Jerusalem area, reported back that the statute it had succeeded in drafting was incapable of implementation. The General Assembly, after discussing the Jerusalem issue once again at length, finally made no recommendation on the subject. No organ of the United Nations is under obligation to pursue the plan of internationalization, unless some Government takes the initiative at a future session of the General Assembly. Israel, whose diplomatic representatives, no less than her delegation at Lake Success, were active on the Jerusalem question throughout the year, is perfectly content to let the matter rest where it is. It was Great Britain which first announced her *de facto* acceptance of Israel rule in Jerusalem, and accordingly General Sir Brian Robertson and the British Minister, Sir Knox Helm, were the first representatives of a Great Power to pay an official visit, early in 1951, to Israel's Prime Minister in Jerusalem.

Altogether, the last year saw the consolidation of Israel's diplomatic and political position, and though it would be inaccurate to say that the former was not connected with the latter, it remains true that Israel's twin advances, on the diplomatic and political fronts, were parallel rather than intertwined. The strengthening of Israel's diplomatic position was

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to some extent merely a function of the passage of time, and therefore an inevitable and natural process. As the memories and doubts of 1947-48 receded, and as immigration continued at a rapid rate, it became clear that Israel was developing into a factor on the Middle Eastern scene. It was these considerations that led the main countries which had not done so in 1948 and 1949—Great Britain, India, Belgium, Italy, the Netherlands, New Zealand and Thailand—to accord *de jure* recognition to Israel at various times during the year 1950. Turkey had already accorded *de jure* recognition in 1949. *De jure* recognition by Sweden, Norway, Denmark and Iceland was owing to the passage of time and to diplomatic action by Israel herself.

### ✓ DIPLOMATIC RELATIONS

By the end of 1950, Australia, Czechoslovakia, Italy, the Netherlands, Belgium, Hungary and Denmark had established full diplomatic relations with Israel, while Norway and Sweden took the first steps towards the establishment of their legations in Tel Aviv, which opened early in 1951. During the same period Israel accredited Ministers to Australia, Belgium, Chile, Denmark, Finland, Luxemburg, the Netherlands, New Zealand, Norway, Paraguay, South Africa, Sweden, Turkey, Canada and Brazil. Diplomatic relations between Israel, Switzerland and Brazil were established in 1951. Israel is represented diplomatically in some twenty-five countries, while some eighteen countries maintain diplomatic missions in Jerusalem or Tel Aviv.

The biggest and most obvious gap in the network of Israel's diplomatic relations is that represented by the Arab States—or rather, by their absence. The memories of 1948 still rankle in the Arab mind. Israel finds herself accordingly in the unique position of maintaining normal relations with almost all the world, and none at all with her closest neighbours.

### ORGANIZATION OF THE MINISTRY FOR FOREIGN AFFAIRS

The Minor Constitution adopted by the Knesseth in 1949 granted the President of the State specific powers in matters to do with foreign relations of the State. He signs treaties with foreign States after their ratification by the Knesseth, appoints the State's diplomatic representatives upon recommendation of the authorized Minister, receives diplomatic representatives of foreign States in Israel, and confirms the appointments of Foreign Consuls.

By Government decision, the Foreign Minister's counter-

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signature must be added to that of the President on the following instruments :

1. Treaties with foreign States ratified by the Knesseth.
2. All documents signed by the President appointing diplomatic representatives of the State as recommended by the Foreign Minister.
3. All documents whereunder the President receives diplomatic representatives of foreign States delegated to Israel, or confirms the appointments of foreign Consuls.

### STRUCTURE OF THE MINISTRY

The Ministry is in the charge of a Director-General, and there are four Counsellors to advise the Minister on political, legal and general questions, and on special matters. Some of them administer independent Departments, others fulfil special assignments. The staff of the Ministry includes a number of officials who have served in Western Foreign Ministries.

The Secretary-General is responsible for the administration of the Ministry in Israel and abroad.

The Ministry is divided into four Departments.

#### *Political Department*

1. *Middle East.* Afghanistan, Persia, Turkey, Iraq, Syria, the Lebanon, Saudi Arabia, the Yemen, Egypt, the Sudan and Abyssinia.

2. *East Europe.* The Soviet Union and all sections under its rule in Germany and the Far East; Albania, Bulgaria, Hungary, Czechoslovakia, Yugoslavia, Rumania and Poland.

3. *West Europe.* Western Germany, Austria, Italy, Denmark, Holland, Switzerland, Greece, Luxemburg, Lichtenstein, Norway, Finland, France, Sweden and Iceland.

4. *Latin Countries.* Mexico, Honduras, Guatemala, Nicaragua, Costa Rica, Panama, Columbia, Venezuela, Ecuador, Brazil, Bolivia, Paraguay, Uruguay, Argentina, Chile, Cuba, Haiti, Dominican Republic, El Salvador, Portugal and Spain.

5. *United States.* The United States of America and U.S.-occupied territories.

6. *British Commonwealth.* The United Kingdom, Northern Ireland, Canada, Australia, New Zealand, South Africa, the British colonies and protectorates and British occupied territories.

7. *Asia.* Pakistan, India, Burma, Ceylon, Thailand, Malaya, Indonesia, Indo-China, the Philippines, China and Korea.

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### *Functional Department*

This deals with all other political activities not related to any specific geographical region. It has four sub-divisions.

1. *International Institutions* maintain contact with the United Nations Organization and its special agencies, and other international organizations. It instructs and counsels Israel's representatives on international commissions and in international organizations.

2. *Legal* provides legal advice and instruction to all Departments of the Ministry and Israel's representatives abroad.

3. *Consular*.

4. *Culture and Information*. Only recently set up, this unit is composed of various services which had previously functioned separately. Its duty is to maintain liaison with foreign countries in cultural affairs, to receive visitors of political importance, to keep in contact with the local and foreign Press, with Israel's Press attachés abroad and foreign Press attachés in Israel. It is also in charge of the library of the Ministry.

### *Economic Department*

The function of this Department is to develop Israel's economic relations with foreign countries. In co-operation with other Ministries, it deals with the political aspects of Israel's foreign trade, with Israel's representation on international economic bodies, and with questions of international communications. It maintains contact with Israel's economic advisers and attachés abroad, and with economic representatives of foreign States in Israel.

### *Research Department*

This is occupied with political and economic research.

### GENERAL SECRETARIAT

1. *Establishment and Administration*.
2. *Protocol*.
3. *Finance*.
4. *Communications*.
5. *Office Maintenance*.
6. *Central Registry*.
7. *Annals*.

## CHAPTER TEN

### *Defence and System of Training*

THE smallness of Israel territory demands that her army, which is partly regular and partly conscripted, shall be relatively strong and particularly alert. The regular army of Israel is recruited voluntarily. There is at present no specific period of service, length on the reserve or pension scheme. Most men, it is found in practice, wish to enlist for three or five years.

Officers are chosen by Technical Selection Boards at Sarafand camp from men trained at cadet officer courses. Every soldier, whether conscript or regular, when enlisting is examined by the Technical Board, and careful records are kept and followed up throughout his service, his tests often being repeated to ascertain if there has been an improvement in ability during his service.

The Army of Israel is probably the youngest army in the world. Probably no army—with the exception of the American Air Force—has top commanders who are so young. The Chief of General Staff, Major-General Yigal Yadin, is now thirty-three. He was thirty-two when he was appointed, and twenty-nine when he served as Chief of Operations of the Army during the War of Liberation. The current Deputy Chief of Staff, Brigadier Mordechai Makleff, is twenty-nine. The Commander of the Navy, Brigadier Mordechai Limon, is only twenty-seven. Brigadier Chaim Laskov, Commander of the Air Force, is thirty-five.

Promotion is by talent and merit alone. Israel Army officers require no special private income to maintain themselves; and immediate family histories are of little concern. Other ranks, before joining OCTU, undergo selective tests—oral, written and practical—not unlike the WOSBYs in Britain. The practical tests include tests of powers of command, general intelligence and ingenuity.

The Territorial Army is the remainder of the able-bodied nation, all men and women, with certain exceptions, being called up at eighteen for two years' service. The first two months are served in recruit training, and the remaining nine months of the first year in frontier service. The second year is spent either in further frontier service or in a unit, the



## DEFENCE AND SYSTEM OF TRAINING

man or woman volunteering for one or the other as he or she may wish. The frontier service is in fact agricultural service with intervals, either daily, weekly, bi-monthly or monthly, to make up an average of eleven days per month of military work. Morning and evening roll-calls where numbers are large, and lectures, punctuate the daily agricultural life. Men wear ordinary clothes or half strip in summer, as may be suited to their farming work. There is an N.C.O. or leading soldier in charge of each group.

In the second year refresher courses are usually interspersed with farming work. In this way one-third of the national army is in the ranks of the army proper and two-thirds in agricultural settlements, as members of the Pioneer Fighting Youth or Nahal Corps. The manhood of Israel, between the ages usually called able-bodied for fighting purposes, is nearly 220,000, of which about a third could be available for the first line or fighting ranks in case of war. Owing to the high proportion of children in the present population this number will tend to rise sharply in the near future. Women, however, must be added, for in Israel women often serve in the front line. The total of male and female fighting soldiers available is in the neighbourhood of seventy-five to eighty thousand.

Between twenty and thirty-nine the conscript in reserve is called up for one month's service, if a private, and thirty-seven days, if an officer, annually, and between thirty and forty-nine for a fortnight's service annually for all ranks. Posted to units and given a code number, the men of the reserve can be mustered within forty-eight hours, every one of them being by then fully equipped and in his unit ready for active service.

Every motor vehicle in the State is registered for national service.

A test mobilization in 1950 proved highly successful both according to official sources and private opinion.

A nation-wide registration and examination of all jeeps, jeep-type cars and land rovers, of motorized vehicles to serve as ambulances and mobile clinics, of all commercialized vehicles except tractors, motor-cycles or motor-cycle combinations, and of all trailers and load-wagons was held at the end of June 1951.

The four main defence commands of Israel are therefore able not only to muster, but also to mobilize, in the true sense of the word, in three days.

The Field Artillery consists largely of 25-pounders captured from the Egyptian Army. The most generally used small arm is a 7.92 mm.

The uniform of the forces resembles British uniform, and the

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general appearance of a group of Israel soldiers at a short distance closely resembles that of a British group of soldiers.

Discipline is practised along roughly the same lines as in the British Army, in which a high proportion of the regular officers served. Saluting of officers is, however, nearer to the kind of salute usual in the Royal Navy, in a rather quicker movement than the British Army salute.

Officers and sergeants share the same mess, without any difficulties arising, and in view of the increasingly high standard of the education of the N.C.O. class, and the tendency for there to be less difference in background between it and the officer grade, this practice seems to be commendable, at least in the case of Israel.

Women soldiers wear the same working uniforms as the men, and work with them in their instructional and drill classes, handling weapons in exactly the same way, in the same ranks with the men. They also mess with them, and only have separate barrack-rooms for sleeping. A woman who obtains permission to marry is discharged.

The same system applies in the Air Force, but not in the Navy, where, as in the fishing service, experience has shown that it is preferable to have men only at sea.

In Israel, land, sea and air forces are not independent services. All three are part of the Israel Defence Force. All come under the authority of a single General Staff, headed by the Chief of Staff. The President is the Commander-in-Chief of the whole Defence Force.

Israel, having had the opportunity of a clear start, has devised its defence-force system on a unified basis to secure integration and inter-service co-ordination, while at the same time encouraging *esprit de corps* in each service branch.

Over a hundred officers of the Israel Services have served in the British Army. Others have served in the United States forces, the Polish Army and various European Corps.

### MORALE

The pioneer zeal in Israel as a whole is reflected in the Army and its morale, following a win in the contest when it was partly untrained at the time of the State's formation, is high.

The physique and stamina of officers and other ranks are good. The general appearance of the personnel of the services and the circumstances in which they and the country find themselves lead to the firm conclusion that they would fight *à outrance* in defence of Israel.

## DEFENCE AND SYSTEM OF TRAINING

### THE MINISTER OF DEFENCE

The legal authority held by the High Commissioner in the Mandatory period, which was transferred to the Minister of Defence, derives principally from the Defence (Emergency) Regulations, 1945, but most of the powers of the Minister derive from the legislation of the Provisional Council and the Knesseth. The Minister is charged with implementing the Israel Defence Army Ordinance, 1948, the General Amnesty Ordinance, 1949, and the Kosher Food for Soldiers Ordinance, 1949.

He was also granted various powers by the Prevention of Terrorism Ordinance, 1948; the Jerusalem Military Government (Confirmation) Ordinance, 1949, and the Firearms Ordinance, 1949.

### STRUCTURE OF THE MINISTRY OF DEFENCE

In addition to a Central Office, there are Divisions of Finance; Supply; Personnel; Youth and Nahal (the frontier and pioneer fighting youth service); Rehabilitation; Armament; Navy; Air Force; Public Relations; and units for military archives and soldiers' memorials.

The Supply Division has a Purchasing Department which is divided into three sections: (a) technical and general equipment, and food and fuel; (b) sales; and (c) property.

The Division also administers workshops.

The Personnel Division has a Recruiting Department which has eight district branches.

The Rehabilitation Division has three sections: (a) casualties; (b) housing and settlement; (c) employment and training.

### THE GENERAL SECRETARIAT

The General Secretariat centralizes the administrative activities of all Divisions, the preparation of the Ministry's administrative budget, its authorization and supervision; establishments; employment of staff, their efficiency and training.

### YOUTH DIVISION

The Gadna and Nahal form the two branches of the Division.

The Youth Battalions or Gadna provide the framework for pre-military training on land, at sea, and in the air, and are administered by a military staff, the programme of training being approved by the General Staff, although in general

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community and educational matters they are supervised directly by the Ministry.

From factional underground units, the battalions were consolidated into an independent inclusive organization, and in addition to current training have carried out national projects such as the building of a road in the Dead Sea region ("Operation Solel"), between Sodom and Ein Gedi ("Operation Araba") in the Elath region and roadside tree planting.

Special training manuals were compiled for the student and working youth. A joint committee of representatives of the Physical Culture Department of the Ministry of Education, of the Youth Aliya, of the Army and the Ministry, co-ordinates training activities. On the advice of the Ministry of Education, a uniform training system was determined for all secondary and trade schools: a day and a half intensive training per month for pupils of the fifth class, two days for the sixth, three for the seventh and eighth classes. In addition, they receive home training in one- or two-hour lessons per week according to their ages, to preserve continuity of training between courses at the district base depots of the Gadna.

The command of the Gadna Section has standardized the training of adolescents working in factories, workshops and offices. Arrangements were made with Government Departments, the Jewish Agency, the Manufacturers' Association, the Artisans' Association and with the economic and organizational enterprises of the Histadruth, that two consecutive days of training a month would be given at the employer's expense. This arrangement was also made with Youth Aliya, with respect to the groups of immigrant youth.

The section introduced the Gadna to the immigrant suburbs and quarters, following a special instructors' training course in the summer of 1949. The scheme operates through a network of clubs and provides more than merely pre-military training. In close liaison with the Gadna command, the section has come to an arrangement regarding relations with all youth movements, the youth movements having accepted the principle that the development of the Gadna is necessary in the interest of the security of the State. The youth movements will continue with their own tasks in consultation with the Gadna and with it determine the order of recruitment of members of the youth groups to commands in the Gadna and co-ordinate their activities with those of the Gadna.

As already mentioned, the Frontier and Pioneer Fighting Youth Service or Nahal constitutes an organizational framework within the Army for all recruits in their first year of service

## DEFENCE AND SYSTEM OF TRAINING

for military exercises and agricultural training. In the first stage of the organization of Nahal, young people were recruited from among youth groups on land settlement, youth movements and the Youth Aliya. Some of them are already in frontier settlements, and some went on with their agricultural together with their military training in the expectation of founding new settlements.

The Army drew up contracts with all the trends in the settlements determining the manner in which the Nahal units were to be trained on the farms. Advanced agricultural courses are arranged by the Division in dairy, vegetable gardening, field crops, etc. Every land settlement group endeavours to train at least two people in each specialized field.

A special office deals with the problems of recruiting those groups which are organized as land settlement nuclei among the youth movements and Youth Aliya.

The Division keeps in close touch with every youth movement, all land settlement trends, the Youth Aliya and the settlement institutions on all matters affecting the enlistment of Nahal personnel, conditions of training, and determination of location and time of settlement.

## REHABILITATION DIVISION

This Division was formed at the beginning of December 1948. In January 1949, it undertook the care of disabled soldiers and of families of soldiers killed on active service.

The Division is divided into seven sections: agricultural settlement, labour, training in trades and higher education, co-operatives, housing and dwellings, invalids, offices. Its work after the war was immense, as many thousands of ex-soldiers had to be settled.

## VOLUNTARY ORGANIZATIONS FOR DEFENCE ACTIVITIES

The organizational basis and the legal status of the Organization of Members of the Haganah was consolidated. The aim of this body is to unite the veterans of the Haganah in support of the Army by preserving the volunteer spirit in the nation and to instruct new immigrants in elementary knowledge of firearms and in discipline.

*The General Council for Aviation* is composed of representatives of the Ministry, the General Staff of the Air Force, the Aviation Club and of the public. The Aviation Club has a membership of hundreds of youths and adults, and has initiated many activities in the field of gliding, flying airplanes, building and

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repairs of gliders, etc. It has central branches in Jerusalem, Tel Aviv, Haifa, Emek Yezreel, Jordan Valley, Upper Galilee, Hadera and Rehovoth, and forty-six subsidiary branches. A women's organization is affiliated to the Council, as well as a committee of teachers for aviation education. The Council acquires new training aircraft and maintains forty-eight instructional camps.

*The Israel Maritime League* functions through thousands of members in the country and abroad. It has 214 branches in Israel, and its membership rose to 45,200 this year. It owns a Maritime School in Haifa with 100 pupils boarding in the school, and holds courses and summer camps.

*The Soldiers' Welfare Committee* is recognized by the Army and the Government for the care of the soldier on leave, in the Army camps and outside. It directs volunteers in its institutions and undertakings. The committee maintains a soldiers' hostel in Beersheba with lodgings, a club and concert hall; the "Menorah" and "Nakhshon" clubs in Jerusalem; three hostels, two restaurants, three clubs, two libraries, a concert hall, a music club, and special recreation and reading rooms for the Women's Auxiliary Force (Chen) in Tel Aviv; two clubs and a Chen Hostel in Haifa; a culture centre in Sarafand; a soldiers' hostel in Tiberias; and a soldiers' club in Nathanya.

Members of the committee visit hospitals, and the committee was especially active in arranging entertainment for soldiers on leave in the towns.

*Agricultural settlements.* The Division, through its Agricultural Settlement section, conducts a large-scale educational and publicity campaign among soldiers during their service. Ten pamphlets in various languages were distributed in thousands of copies. Many soldiers from all the trends of settlement went from unit to unit, held meetings and assisted in the organization of soldiers into settlers' groups.

## SUPPLIES AND ORDNANCE

The supplies of the Army from abroad are largely held in depots in Haifa and to the south of it. The armament factories are in suburbs north of Tel Aviv. Generally speaking, the services are well equipped, but lack heavy armament.

## ISRAEL, OFFICER RANKS

The following are the names of the commissioned ranks for the Land, Sea and Air Forces of the Defence Army of Israel, together with their English equivalents:

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### ISRAEL FORCES

(applying to Army, Navy and Air Force)	Army	Navy	Air Force
Rav Alouf	Major-General	Rear Admiral	Air Vice-Marshal
Alouf	Brigadier	Commodore	Air Commodore
Alouf-Mishne	Colonel	Captain	Group Captain
Sgan-Alouf	Lt.-Colonel	Commander	Wing Commander
Rav-Serren	Major	Lt.-Commander	Sqdn. Leader
Serren	Captain	Lieutenant	Flight Lieut.
Seggen	Lieutenant	Sub-Lieut.	Flying Officer
Seggen-Mishne	Second Lieut.	--	Pilot Officer

The Chief of the General Staff holds the rank of Rav Alouf or Major-General.

## CHAPTER ELEVEN

### *Industry, Resources and Science : The Institute of Science, Rehovoth*

**B**EFORE the natural advantages of Israel's geographical situation on the land bridge connecting Asia, Africa and Europe can bear fruit commercially she has before her the task of absorbing her immigrants and finding the capital abroad with which to develop her land and industry.

To attract the capital she passed a law on 29th March, 1950, giving relief to the foreign investor from property tax for the first five years—in some cases up to ten years—an increased allowance for depreciation and a special reduction in income tax both for companies and individuals and entitling non-resident investors to re-transfer into the same currency in which the investment was made up to 10% of their capital investment annually. The Israel Treasury permit the 10% to be exceeded, in the case of export enterprises, in proportion to the foreign currency earned for Israel by the enterprise.

An Investment Centre was established at Tel Aviv to furnish information on problems connected with this foreign investment of capital and to decide whether proposed undertakings are "approved" within the meaning of the law and so entitled to its benefits, and to maintain contact between the investors and the Government departments.

Up to 1st January, 1951, 334 enterprises had been approved and £1,36,526,000 invested in them from abroad. Among

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other manufactures begun under this provision is a car factory, created with capital from the U.S.A., at Haifa, where at present thirty vehicles are being turned out every day.

The greatest amount of foreign capital invested in Israel industry so far, as has been remarked in the chapter on Finance, is from the United States. The substances produced include automobiles, electrical appliances, glass ware, fittings, concrete walls, building materials, weaving, steel constructions, rubber tyres, triplex glass, table ware, shoes, frigidaires, zip fasteners and optical articles.

Investors from Canada, Germany, Switzerland, France, Italy, China, South Africa, Holland, Portugal and Belgium have also made use of this scheme.

Italy comes next after the U.S.A. in the amount of investment. England has, of course, had limitations put on investments abroad by her Treasury and the Arab countries would not think of investing in Israel.

A disadvantage for sterling area investors, even if it were permitted, is the high cost of labour, or rather the low value of Israel currency as against its present par value with the pound sterling.

The true value of labour is low, for the labour is available readily, and the Israeli is often more skilled in the standard of his calling than elsewhere and is generally an ardent worker anxious to succeed.

Industry in the Palestine area is something new. Before the State of Israel came into being it had only a short history.

Under the Ottoman Empire, as far as industry existed at all, it was limited to the processing of a few agricultural products such as olive presses and wine making, a few soap boilers, some flour mills and small workshops. Early Jewish pioneers from 1882 onwards began the uphill task of development upon the lines that they were used to in Europe. A cigarette factory and the manufacture of citrus juices and marmalade were the first of other industries. By 1933 through the arrival of many immigrants from Central Europe and Poland the number of industrial workers had already risen to 19,000.

By 1939 the number had risen to 23,000, and during the war further impetus was given by demands made by the Middle Eastern Allied armies.

The necessity of absorbing the recent last great immigration of Jews into Israel has given a further and stronger stimulus.

A Labour Union, on the other hand, was a remarkably early development. The early agricultural pioneers had founded a kind of watch-committee and the Jewish workers in



## INDUSTRY, RESOURCES AND SCIENCE

the towns, printers, carpenters and builders and so on had organized something of a similar kind to protect their interests before the First World War.

In 1920 the idea took shape that all the Jewish workers in the various regions and towns should unite in one body. Among the most enthusiastic speakers on this subject were Joseph Springzak and an agricultural labourer, David Ben-Gurion, the present Prime Minister.

The lack of any other Jewish administrative body in Israel meant that when the unification did take place in 1920 it grew surprisingly quickly and for a union soon had an unusual degree of authority, becoming a form of government within and under the Mandatory Government.

At first, however, in December 1920, there was much organizing to be done and funds to be raised.

The Union of Workers was called the General Federation of Jewish Workers, known shortly and simply as Histadruth, and its purpose was defined merely as "uniting all workers who subsist on earnings of their own work and who do not exploit the labour of others, in order to provide for all communal, economic and cultural matters relating to the working class in Palestine, with a view to the establishment of a Jewish labouring community in this country".

Membership was opened to "all male and female workers of eighteen years of age and over who subsist on the earnings of their own labour without exploiting the labour of others and who agree to abide by the rules and decisions of the Histadruth".

A paragraph in the Constitution of Histadruth reads: "No worker can be a member of a trade union without being a member of Histadruth and every member of the Histadruth must be a member of a trade union according to his craft or trade".

To maintain its position and the workers' interests Histadruth has taken up many side-lines and opportunities as mentioned below and it will thus be seen that in thirty years the watch-committees and rudimentary unions of 1920 have grown into a vast organization touching every side of life in Israel.

The Histadruth maintains that it is not a political party, but the Conventions and Councils of the Histadruth are composed of factions grouped according to party lines after the fashion of democratic parliaments. Members of these bodies are elected on the principle of proportional representation. Similarly, membership in the Histadruth is open to all workers regardless of their religious views, politics and affiliations. The non-

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partisan character and make-up of the Histadruth may be illustrated by the attendance of the delegates to the Seventh Convention of Israel Labour in Tel Aviv in May 1949. Out of a total of 501 delegates there were 286 members of Mapai, 172 members of Mapam, nineteen members of the General Zionists, eleven members of the Religious Workers and thirteen Communists. The election results in Histadruth in 1951 brought into the Secretariat at Headquarters (Vaadei Ha merkazet), which has only nine members, five adherents of Mapai, three of Mapam and one General Zionist.

The first stage in the Histadruth organization is the Workers' Committee at the place of employment. This Committee is elected from time to time by all the workers employed in the particular establishment. It handles matters of labour relations with the employer and other matters of direct concern to the worker.

The second stage is the local trade union which embraces all the workers of a specific trade. Every two or three years all the workers of a given trade in a given district elect a Trade Union Council which deals principally with professional matters which are of specific concern to individual places of employment in the trade, as well as to all the workers of that trade.

The third stage is the Local Labour Council in each town and village. The Council is elected by *all* Histadruth members of the locality, whatever their occupation. The function of the Council is to look after the professional, cultural, educational, municipal and economic interests of all the workers of the locality. There are three types of Local Labour Councils: the Labour Councils in the agricultural, collective and co-operative settlements, the Labour Councils in the villages, and the Labour Councils in the cities and industrial centres.

The fourth stage consists of the country-wide federations and organizations, viz: the Agricultural Workers' Federation (Histadruth Haklait) with its executive body, the Agricultural Centre (Merkaz Haklai); the Clerical Workers' Federation; the Federation of Engineers, Architects and Surveyors; the Union of Railway, Post and Telegraph Workers; the Histadruth Sick Fund Workers' Association; the Metal Workers' Union; the Federation of Building Workers; the National Union of Bakery Workers; the National Union of Electric Workers; the Food Workers' Union; the Diamond Cutters' and Polishers' Union; the General Federation of Working Youth (Hanoar Haoved) for working youth from fifteen to twenty years of age; the Working Women's Council (Moat-

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zat Hapoalot); the Palestine Labour League (Brith Poale Eretz Israel) for the promotion of co-operation between Jewish and Arab workers; the Federations of Nurses, Printers and Teachers, and lastly of doctors and technical workers, the two most recently formed.

The final stage in the Histadruth organization consists of the central institution of the Federation, viz: the General Convention (Veida), to which delegates are elected once in three years by all members of the Histadruth on the basis of proportional representation of the various constituent parties or factions.

The General Convention elects the General Council (Moatza) which serves as the supreme body of the Histadruth between sessions of the Convention. The Council, in turn, elects the Central Executive Committee (Vaad Hapoel), by which is elected the Secretariat (Vaadei Hamerkazet) of nine members. The Committee conducts its activities through its plenary sessions and through its various departments. The plenary Executive Committee at its periodic meetings deals with and decides upon all questions of principle arising in the Histadruth. The large range of specific activities are administered by the several Departments set up by the Executive Committee for the purpose, such as: Dues and Membership; Trade Union Organization; Central Employment Office, Vocational Training, Industry and Handicrafts; Social Hygiene, Mutual Aid; Arab Workers; Political Affairs; Political Office in London; Immigration; Hechalutz; External Matters; Eastern Communities; Municipal Affairs; Hebrew Language; Education; Culture; Youth; Security Services and Ex-Soldiers; Contacts with Servicemen; Tourists; Publicity; Statistics and Information; Finances; Hevrat Ovdim. The Executive Committee is thus the nerve centre of the Histadruth.

Supervision in the fields of membership and finance is exercised by the Histadruth through its local and central Supervisory Committees and Members' Tribunals, as follows: Each plenary local Labour Council elects a local Supervisory Committee on the basis of proportional representation. The functions of this Committee are: investigation of complaints made by Histadruth members against Histadruth institutions; supervision of the activity of the administrative machinery of the Council; audit of the financial records of the local Labour Council.

The Central Supervisory Committee is elected by the General Council of the Histadruth on the basis of proportional representation. It deals with appeals against decisions of the local Supervisory Committee and exercises supervision over all

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Histadruth institutions in matters of finance, organization and membership.

A local Members' Tribunal is elected by each local Labour Council on the basis of proportional representation. The functions of such a Tribunal include: investigation of charges brought by the Histadruth against members violating its statutes; settlement of disputes over claims, either of one member against another, or of a member against an institution. A member may appeal against the finding of such a tribunal to a second session of the court.

The Supreme Tribunal of the Histadruth is elected by the General Council on the basis of proportional representation. This institution serves as a court of appeal against decisions of the local Members' Tribunal and as a juridical body for dealing with matters of paramount importance in the life of the Histadruth.

The Histadruth membership is nearly 400,000, of whom some 275,000 are in the cities and the remainder in the agricultural settlements, villages and small towns.

It maintains a separate organization for juvenile workers up to eighteen (Hanoar Haoved) with over 10,000 fee-paying members.

The Women's Workers Council (Moatzat Hapoalot) represents all the women members of Histadruth—women workers and wives of members working in their own households.

Membership is individual and membership dues are levied on a progressive scale based on earnings. The dues include the contribution for sickness insurance for the individual and his family.

### SOCIAL SERVICES

The Histadruth social services and mutual aid institutions include its sick fund (Kupat Holim) in which 55% of the population is voluntarily insured. It maintains twelve hospitals and 800 clinics and dispensaries.

The Women's Workers Council assists new women immigrants to acquire a trade, runs girls' farm schools and through its affiliated Working Mothers' Association maintains hundreds of day nurseries, kindergartens and after school hours clubs for children of working mothers.

### ECONOMIC AFFILIATIONS AND ENTERPRISES

Most co-operative enterprises in Israel—agricultural, industrial and transport—are affiliated to the Histadruth. These



XVII ARAB: LEARNING NEW FARMING TECHNIQUE

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separate organization for housing for non-Histadruth members, is a remarkable organization. Between 1st January, 1950, and 1st July, 1951, it erected no less than 15,400 housing units, apart from new settlements, i.e., the present rate, which it is hoped to increase by a third or more, is eight to ten buildings a day, each unit having three rooms. In addition it put up whole quarters and settlements such as Kiryat Shalom near Tel Aviv for 15,000 persons, draining a swamp to do so and completing the work in one year, a work undertaken for the Tel Aviv municipality.

An average single story three-room unit with kitchen and bathroom costs £11,050 and a two-story house, one unit of the same three-room size above the other, only slightly more. For priority for houses for veteran workers a points system has been devised until the immediate demands are over. The houses, once acquired, belong to the members for a hundred years with option of transfer to relatives.

They may be sold to other members of Histadruth at an assessment by Histadruth.

Histadruth plans to increase the rate of building to accommodate the workers and meet new demands by immigrants. The owners of these houses are generally so pleased with them that they are very ready to show them to a stranger. Verandas may be attached and additional rooms may be added by the owners with permission of the architects. Such improvements are often done by the worker himself, in his own time and with his own material. The gardens in the climate of Israel usually come on extremely quickly. Where necessary soil is brought by the contractors from other districts.

(i) *Yakhin Limited*, Agricultural Contracting Co-operative, includes cultivation of citrus groves of absentee owners.

(j) *Hakal Limited*, Agricultural Contracting Company.

(k) *Nachson Limited*, established for promoting maritime transport and fishing. With other companies it has established a regular service of shipping between Israel and foreign ports and a fishing fleet which has fished in the Atlantic, the Mediterranean and Israel lakes. In 1951 the total catch was 18,000 tons.

(l) *Mekoroth Water Supply Company Limited*. The Histadruth also holds shares in Ampal (The American Palestine Trading Corporation), Mekorot Limited, and the Zim Shipping Company, Limited.

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### CULTURAL AND EDUCATIONAL

The Histadruth publishes a daily paper \* (*Davar*) with a circulation of over 20,000 copies a day and a number of subsidiary periodicals. These include a children's paper (*Davar Leyeladim*), a women's journal, a weekly in Arabic, and journals for immigrants in various languages.

Other Histadruth activities include the Am Oved Publishing Company, the Othel Theatre and the Hapoel Sports Association. The Histadruth also maintains libraries, organizes lectures and concerts for workers, and has a travelling film library which serves the agricultural settlements and outlying villages.

### ARAB WORKERS

The Histadruth has a department for Arab affairs which has set up an economic section to assist Arab workers and peasants to form co-operatives, both for production and for the marketing of agricultural produce. This department works in close co-operation with the Israel Labour League.

### THE HAPOEL HAMIZRAHI ORGANIZATION

#### (*Mizrahi Workers' Organization*)

The Hapoel Hamizrahi Organization has a membership of 30,000. Its members are insured with the Histadruth's Sick Fund, Kupat Holim. Hapoel Hamizrahi has fifty-two agricultural settlements (twelve kibbutzim of the Kibbutz Hadati Movement, fifteen Moshvei Ovdim and twenty-five new immigrant villages) and maintains central organizations for settlement, education, absorption of new immigrants, etc. These settlements are members of the Agricultural Workers' Centre. They market their products through the Histadruth's Tnuva and buy their supplies through the Histadruth's Hamashbir Hamerkazi. The Hapoel Hamizrahi Organization also co-operates with the Histadruth on trade-union matters.

### THE POALEI AGUDATH ISRAEL ORGANIZATION

#### (*Agudath Israel Workers' Organization*)

The Poalei Agudath Israel Organization has a membership of 20,000 and its members are insured with the Histadruth's Sick Fund, Kupat Holim.

The nine Poalei Agudath Israel settlements (three Kibbutzim and six new immigrant villages) are organized within the Agricultural Workers' Centre and use the Histadruth Central

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Marketing and Purchasing Co-operatives, Tnuva and Hamashbir Hamerkazi, for the marketing of their products and the purchase of their supplies.

The Organization maintains its own central organization for settlement, education, etc.

### THE HISTADRUTH HAOVDIM HALEUMIM

*(National Workers' Organization)*

The Histadruth Haovdim Haleumim was founded by the Revisionist Organization. It has 18,000 members. Its members use the National Workers' Sick Fund. It participates in the General Labour Exchange. The members of ten agricultural settlements (four Moshavim Shitufim and six Moshvei Ovdim) established by the Betar and Heruth Movements are members of the Histadruth Haovdim Haleumim. These settlements market most of their produce through Tenne, but market partly through the Histadruth's Tnuva or Marketing Co-operative.

### THE ISRAEL LABOUR LEAGUE

The Israel Labour League is an Arab trade-union organization with 11,000 members. It works in close collaboration with the Histadruth (General Federation of Jewish Labour in Israel) and all its affiliate organizations.

### THE ARAB TRADE UNION CONGRESS

The Arab Trade Union Congress is an Arab trade-union organization with about 6,000 members, many of whom are members of the Israel Communist Party. It was founded in 1945. Its head office is in Nazareth, where it maintains a Labour Exchange. It maintains some co-operative stores and workshops, but has no general scheme of sick insurance for all its members.

### EMPLOYMENT

On 31st December, 1950, there were an estimated 438,000 wage-earners in Israel, distributed as follows:

Agriculture . . . . .	70,000
Building and public works . . . . .	30,000
Industry . . . . .	90,000
Communications . . . . .	53,000
Business and finance . . . . .	84,000
Free professions . . . . .	36,000
Civil and other public services . . . . .	75,000



## INDUSTRY, RESOURCES AND SCIENCE

### LABOUR EXCHANGES

There are seventy-five labour exchanges, including thirty branch labour exchanges, in the towns, villages and new immigrant centres in Israel.

The labour exchanges are under the supervision of the Ministry of Labour, which provides two-thirds of their budget. The direct management of the exchanges is in the hands of the Central Office of Labour Exchanges composed of the representatives of the following four labour organizations:

General Federation of Jewish Labour in Israel (Histadruth).

Mizrahi Workers' Organization.

Agudath Israel Workers' Organization.

National Workers' Organization.

The proportionate representation of these organizations in the different labour exchanges varies in accordance with the strength of the organizations in the areas concerned. The Histadruth representation on labour exchanges averages approximately 80%. One-third of the budget of labour exchanges is provided by the labour organizations.

#### APPLICATIONS FOR EMPLOYMENT AT ALL LABOUR EXCHANGES DURING 1950

	<i>Average</i>		<i>Duration of Unemployment Period</i>			
	<i>Number of Applicants Calling Daily</i>	<i>Number of Registered Applicants for Work</i>	<i>Up to 6 days</i>	<i>7 to 12 days</i>	<i>13 to 18 days</i>	<i>19 days and over</i>
31 March .	5,430	21,174	13,095	4,546	2,133	1,400
30 June .	4,609	19,525	12,736	3,695	1,805	1,289
30 Sept. .	4,463	18,320	13,087	3,277	1,292	664
31 Dec. .	7,329	27,194	15,507	6,303	3,310	2,074

The principal categories of industrial production are the following :

**Heavy Industry.** Iron foundries, metal water pipes. The factories are mostly in the Haifa area (see Chapter 13).

**Textiles.** Spinning and weaving (wool, cotton, silk), finishing and dyeing, clothing articles (including knit-wear, interlock, fashion-wear, rayon, etc.).

**Leather.** Tanning, footwear, fashion products, handicrafts, harness and saddlery.

**Plastics.** Bakelite, nylon wear.

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*Foodstuffs.* Milling, canning, citrus juices and concentrates, olive oil, jams, chocolates, biscuits.

*Chemicals.* Pharmaceutical products, paints and dyes, waxes, soap.

*Tobacco and Beverages.* Cigarettes, tobacco, wines, brandies, soft drinks and soda water.

*Building Materials.* Building hardware (nails, screws, locks, door-knobs, etc.), cement, concrete blocks, tiles, bricks, plywood and composition sheeting.

*Glass and Ceramics.*

*Furniture.*

*Tools and Machinery.* Precision instruments, machinery assembly, ice-boxes, spare parts.

*Diamonds.* Cutting and polishing. Since the foundation of the State the diamond-cutting industry has contributed 90% of its total export to the dollar areas. Four factories are at present working industrial diamonds and one making diamond tools. The industry was developed in consequence of the occupation of the Low Countries by Germany during the second World War and has prospered as a client of the Diamond Trading Company of London, the World syndicate for rough diamonds. Some 2,000 persons are employed in the industry in Israel.

*Sanitary Equipment.* Pipes, baths, porcelain fittings, etc.

*Handicrafts.* Religious articles, metal work, filigree work, etc.

*Printing.*

*Electrical Apparatus.* Wireless sets, electric bulbs, etc.

The raw materials available in Israel are:

*Dead Sea Minerals.* The Dead Sea contains almost inexhaustible quantities of potassium chloride (2 billion metric tons), magnesium bromide (980 million tons), sodium chloride (12 billion metric tons), magnesium chloride (22 billion metric tons), and calcium chloride (6 billion metric tons).

The former works at the head of the Dead Sea which had been producing from 1937 were completely destroyed by Arabs during the attack on Israel in 1948—with what object, since they were in territory always held by them, is not clear. The works in Israel at the southern end of the Dead Sea, which formerly exported annually 70,000 tons, are being put into production as soon as the road from Beersheba reaches them in 1952.

Authority was granted in 1951 by the Capital Issues Committee to the Palestine Potash Company, Ltd., to raise £1,100,000 for the renewed working and enlargement of the southern works.

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Communication between the works at the southern and northern ends of the Dead Sea was formerly by sea, and the roads between the Mediterranean and the Gulf of Akaba and the works therefore remain to be completed.

*Limestone.* There are approximately fifty quarries mostly used in housing and road building.

*Peat.* The deposit at Huleh is estimated at 20 million tons.

*Citrus Fruits.* Citrus fruits form the largest single export of Israel. Apart from export, citrus fruits are employed as raw material in fermentation, including that of alcohol and pharmaceutical products, in the production of juices, concentrates, oils, etc. (See also under Agriculture, Chapter 12.)

*Other Raw Materials.* Sulphur, bituminous limestone, gypsum, dolomite, manganese, barytes, feldspar, puzzuolano (trass), basalt, phosphates, marble and probably oil. The reported discovery of oil in Syria strengthens the belief that oil will be found in Israel, of which there are already reliable indications.

Plants, from which tanning extracts, oils, drugs, as well as cellulose fibres, can be extracted, grow wild or are easily cultivable.

The Weizmann Institute of Science at Rehovoth has drawn up a complete project for the increased yield and cultivation of the castor-oil plant, which grows wild in the Nejev, as a raw material for plastics. It will also be used as a basis for fowl and cattle food after detoxication.

*Brackish and Sea Water.* The Weizmann Institute has made plant for converting both brackish and sea water into fresh at small cost and more conveniently and simply than by the ordinary old-fashioned condenser plants in use in the neighbouring Arab countries. Once the principle is grasped the means for making brackish water fresh, in a country subject to sunshine like Israel, can be erected by a carpenter in a few hours.

## ELECTRICITY

The Palestine Electric Corporation supplies most of Israel with electricity. It holds a concession for Palestine and Jordan, *except* Jerusalem, Amman, Es Salt, Kerak. The concession granted by the Mandatory Government was recognized by Israel and also by Jordan when the latter became an independent kingdom.

Apart from the Jerusalem Corporation (British) which produces about 5% of the electricity in Israel, a number of isolated

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settlements and some industrial plants (e.g., Nesher Cement), the Palestine Electric Corporation produces the electric power in Israel.

The Corporation is a limited company incorporated in Israel with a share capital of £1.4,000,000. It owns two plants (steam turbines, oil-burning) at Haifa and Tel Aviv, and a third, not working at present, in Jordan. The present total capacity of both plants is 99,000 Kw, the Haifa plant supplying two-thirds of the total. New plant has been ordered and it is calculated that in 1952 the total capacity will be 229,000 Kw.

### CHAMBERS OF COMMERCE

There are three Chambers of Commerce :

1. The Jerusalem Chamber of Commerce with 474 members.
2. The Tel Aviv Chamber of Commerce and Industry with 1,043 members.
3. The Haifa Chamber of Commerce and Industry with 650 members. Their activities are co-ordinated through a "Joint Representation of the Chambers of Commerce".

The Tel Aviv Chamber of Commerce and Industry publishes a monthly journal in Hebrew and English called *Commerce*.

The Haifa Chamber of Commerce and Industry issues a monthly news circular.

### MANUFACTURERS' ASSOCIATION OF ISRAEL

The Association has about 1,300 members. It is organized in the following industrial sections :

Textiles.  
Metal and Electrical Goods.  
Foodstuffs.  
Tobacco and Cigarettes.  
Chemicals.  
Pharmaceuticals.  
Cosmetics.  
Building Materials.  
Furniture.  
Stationery and Office Equipment.  
Diamonds.  
Union of Fashion Industries.

The Association maintains a permanent Exhibition of Israel Industrial Products and an industrial library. It publishes a monthly review of industry and economics, *Halassiya*.

## INDUSTRY, RESOURCES AND SCIENCE

### WORKSHOP OWNERS' ASSOCIATION

The Association has a membership of 10,000 workshops comprising nearly 40,000 workers. It is organized in three sections:

1. Artisans in self-owned workshops: watchmakers, shoemakers, etc.
2. Services, laundries, cleaners and dyers, etc.
3. Small industrial workshops employing from three to six workers.

The Workshop Owners' Association publishes a monthly paper for internal circulation, *Ha-Ooman*.

### SCIENCE

Science in Israel is closely linked with industry, and the Prime Minister's Office, as has been explained in Chapter 2, has a Research Council working in touch with him for its general direction and certain specific tasks.

The President himself is a distinguished chemist, particularly remembered by the older British public for his work on acetone in the First World War.

It is at Rehovoth in gardens surrounding the Presidential House that the Weizmann Institute, under its Scientific Director, Dr. Ernst Bergmann, and the Administration Director, Dr. B. Bloch, with sixty chemists, has its laboratories and establishment.

It was brought into existence in 1933 through the initiative of Dr. Weizmann and the benevolence of the Sieff family of England and Israel. It was enlarged in 1949 when the Weizmann Institute of Science, begun in 1944 as a gift by a group of Americans in memory of Dr. Weizmann's seventieth birthday, was completed. The annual budget now covers about \$1,600,000.

Two men famous in the world of science, visiting Israel in 1951, Professor H. Urey, the American nuclear physicist, and Sir Robert Robinson, the British chemist, both Nobel prize winners, praised the Institute highly.

In particular, they mentioned that Dr. Katchalsky of the Institute had succeeded in creating there a contractile system—a molecule that alternatively expands and contracts. This successful experiment was made in the attempt to transform electrical or chemical energy into mechanical energy without intermediary machinery as in the human organism.

Much of the work of the Institute's scientists is directed to solving practical problems facing Israel.

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The Institute's development (in co-operation with a group of French chemists) of a nylon-like plastic made from oil extracted from the castor 'bean will be the base of a large nylon textile industry. Because of Israel's smallness and lack of extensive areas for grazing, considerable emphasis has been placed on developing food substitutes.

There is also much pure research going on at the Institute. Sir Robert Robinson said, "I don't know any place in America and certainly not in Britain where there is the same spread and the same intensity of work".

The Institute has developed its own approach and theory in the study of cancer-producing substances. Much has been done on fermentation processes, a field of work begun by Dr. Weizmann fifty years ago, and there is a Department of Applied Mathematics and a Department of Isotope Research.

The Institute is concentrating on the production of stable isotopes, rather than on the radio-active, namely, the heavy isotopes of hydrogen, oxygen, nitrogen and carbon, useful in organic and biochemical work.

Among the most unusual or ingenious instruments in use at the Institute is the mass spectroscope, that separates out the various isotopes of an element, so that they can be identified and counted. The electron microscope of the Institute, by using a magnified photograph of the upper limit of magnification, can give the total result of 100,000 diameters, revealing objects with diameters down to about 50 Ångströms, and the increase of magnification is reached gradually by varying the current instead of changing the lenses.

The Institute possesses many other instruments that have been brought to an unusual degree of perfection.

The Allied war effort in the Mediterranean received help from the Sieff Institute and a number of industrial enterprises owe their success to the Institute as a whole.

Among the many developments in view is the establishment of a genetics department.

The Institute is supported by the advice of an international planning and advisory committee and by the general assistance of an American, British, Swiss and Latin-American Committee.

It is impossible to foresee the degree of contribution to world scientific knowledge which this particular Institute will be able to give, but it will surely be large. It is, in any case, the only Institute of its kind in the whole of Asia. If it can continue to develop on the lines planned it will presumably be in the very front line of man's advance into the scientific unknown.

## CHAPTER TWELVE ••

### *Agriculture, Fisheries, Irrigation and Forestry*

#### ORGANIZATION OF SETTLEMENTS

FROM the agricultural point of view, Israel may be divided into three main regions: the hilly tract of Galilee in the north, the central coastal plain and the southern area of the Negev. Owing to differences in climate, soil and water supply, each of these regions is agriculturally distinct.

In the hills of the north, cereals and olives are the main products, though certain areas are suited to special purposes, such as tobacco-growing. In the valleys, particularly along the shores of Lake Tiberias, the range of crops is more varied and the intensity of cropping high. Citrus-growing, intensive vegetable production under irrigation, mixed farming and poultry-keeping are notable features of the central coastal plain. The south or arid Negev, hitherto largely undeveloped, is now being brought into use for agriculture as water pipe-lines reach it.

Rainfall is seasonal and occurs only between November and April. It is heavier in the north than in the south, and on the coast than in the interior. While Safad in the north-east has an annual average of 900 mm. (36 inches), Haifa 650 mm. (26 inches) and Nazareth 625 mm. (25 inches), Tiberias receives only 452 mm. (18 inches) and Beisan, near the Jordan, 305 mm. (12 inches). Tel Aviv gets 509 mm. (20 inches) and Beersheba 270 mm. (9 inches). Though over much of the north of the country the rainfall would be adequate for more varied farming, its uneven fall is responsible for the one-season system of cropping which characterizes agriculture in areas which depend for their soil moisture entirely on rainfall. Irrigation is the limiting factor in agricultural development.

In general, the prevailing type of agriculture in Israel is mixed farming. It includes most branches, such as dairy-farming, poultry-farming, fodder-growing, vegetable production, fruit orchards and cereal cultivation. Within the farm itself the prominence of the various branches depends on the district, its soil, climate and the extent of irrigation. Arab farming is mostly of a more extensive type, and fruit- and vegetable-growing is an important source of income.

## THE NEW STATE OF ISRAEL

A notable characteristic of present-day agriculture in Israel is the effort which is being made toward a change over from extensive farming, with its emphasis on cereal production, to intensive farming, concentrating on the production of fruit, vegetables, poultry and dairy products. The latter system will make it possible to reduce the amount of land per family and increase the number of people that can be settled on the land. In such a transformation the provision of a greater water-supply for irrigation is indispensable.

Refined olive oil is not produced at present; only the raw product is exported. The area devoted to olives is estimated at 450,000 dunams (112,500 acres), and the annual production at 7,000–10,000 tons a year.

There is a certain amount of wine-making and the annual production of grapes is estimated to be 48,000 tons. The best-known type of wine is a white wine called Carmel Hock.

Bee-keeping is extensive.

The most popular cattle are Friesian from Holland and the Syrian type, which gives less milk, but is habituated to the climate.

The chicken most generally kept is the White Leghorn.

In her agriculture Israel differs widely from neighbouring countries. The intensity of citrus cultivation in the central coastal plain, once seen, will always be remembered as something exceptional in the Middle East. Prior to the second World War, the total area of citrus fruit, mainly oranges, was about 290,000 dunams (72,500 acres). For the disposal of its fruit the country depends on foreign markets. Difficulties of shipment made export impossible during the war; exports dropped from 15 million cases a year to nothing; cultivators could not pay for the necessary labour to maintain the orchards, since they could not sell their fruit; labour was scarce owing to the attraction of war-time industries. Subsequently, during the fighting with the Arabs, the position worsened: labour was not available; pumping machinery for some of the tube-wells which irrigate the orchards was broken or removed. Some orchards have disappeared altogether; others are beyond recovery. It is estimated that of the original 290,000 dunams ten years ago the total area remaining today is only 120,000–130,000 dunams, of which only 90,000 dunams are in bearing, and not all bearing to full capacity. From the pre-war peak export of 15,000,000 cases, exports fell to 3,865,000 cases in 1951.

The system of land irrigation in Israel is an object lesson in the economical use of water supplies and in securing the utmost



## AGRICULTURE, FISHERIES, IRRIGATION, FORESTRY

benefit from the limited supplies at present available. Whilst irrigation of the citrus orchards is by direct surface-flow from watering points on pipe-lines installed below ground level, the system of irrigation from most other supplies is the overhead sprinkler, of which the revolving arm and the oscillating perforated pipe are the two main types. Such a system is extremely economical of water, and not unduly expensive to install. Large areas of vegetable and forage crops are irrigated by this means.

Fish culture in artificial ponds is practised extensively by some settlements where conditions are suitable. It is done in rotation with an ordinary crop. A field is flooded, and maintained under the necessary head of water for a year, during which a crop of fish is taken. The field is then dried off and put under a rice or other crop. Of the total catch of 2 million kilos of fish from all sources, fresh and salt-water, during a sample period of nine months ending June 1949, about 1.4 million kilos were obtained from artificial ponds.

The Agricultural Department in Israel is well organized, staffed and equipped for research, education and other services, and the agricultural education system provides training at all levels. Mikveh Israel, near Tel Aviv, the oldest agricultural school, was founded in 1870. It still continues today and has 550 students. The Agricultural College at Rehovoth, in association with the Hebrew University, gives an education of degree standard; six special agricultural schools, with sixty-two teachers and fifty-two whole or part-time instructors, have 1,410 students; eight training-farms have 815 students; training-centres in existing settlements provide instruction for a further 5,250 students; short courses for adult farm workers, each of three weeks, have been organized at the Ruppin Institute, an agricultural theological seminary where the regular students must spend half of each day on the land. These short courses cover a variety of branches of agriculture such as field, fruit and vegetable crops, nurseries, poultry and animal husbandry, elementary veterinary knowledge, farm machinery and soil conservation. Courses are given about twice a year in each subject, and eighty people attend each course.

Elementary agriculture has been for long a subject in the curriculum of rural elementary schools under the Ministry of Education.

Facilities for agricultural research take the form of: (1) a Central Agricultural Research Institute and Station at Rehovoth, with facilities for investigations in agronomy, horticulture, plant-breeding, agricultural chemistry, entomology,

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plant pathology, rural economics, forestry, animal husbandry and nutrition, agricultural products and extension; (2) six regional stations in different parts of the country, subsidiary to the central station; (3) a number of sub-stations connected with the regional stations.

Each department of the Ministry of Agriculture has a staff of field instructors for extension work. They have specialized in field, forage and vegetable crops, different branches of fruit-farming, cattle, sheep and poultry-breeding, fish-breeding and apiculture. Each instructor has his own district, lays out demonstration plots, gives lectures, holds regional meetings and arranges field demonstrations to show new developments in farming, including the use of farm machinery.

There is a Fisheries Research Station at Cæsarea, established in 1951.

An unusual feature of Israel agriculture is the communal and co-operative system in use.

On 31st March, 1951, there were 594 rural and urban settlements in Israel, all reflecting in a remarkable, and some in a unique fashion the needs and idealism of the settlers.

The most extraordinary are the communal settlements or Kibbutzim (sing. Kibbutz) also known as Kvutzot (sing. Kvutza).

The oldest of these, Daganía at the southern end of Lake Galilee, dates from 1909. All property is communally owned, and work in the settlement is organized on a collective basis. The members give their labour to the common stock and receive from the settlement the satisfaction of their needs in accordance with the financial means of the settlement. Domestic and social services are provided communally. Medical services are usually provided from outside, by the Government Health Service or the Medical Department of the Histadruth. Rosters for duties are posted by the secretary, and it is a law of the Kibbutzim that the duty must be undertaken before any complaint is made. There is a central dining-room and kitchen, communal kindergarten and children's quarters, communal social and cultural halls, library and central supply stores.

Marketing and sale of other than agricultural products, whether of the community or of an individual member, is undertaken by the community. Agricultural products are sold through one of the co-operative marketing organizations.

Pay for work of a member outside the Kibbutz goes direct to the secretary of the community for the community.

Married living quarters give the members some privacy.

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The settlements are governed by the General Assembly of all its members. They are predominantly agricultural, but considerable industrial projects and workshops are operated in many Kibbutzim. Some specialize in sea-fishing, others in carp-breeding in ponds. Some have their own foundries. Nearly all the older rural establishments, not only the Kibbutzim, have museums and libraries specializing in some particular subject, for example, ornithology at Dagania; or the impact of Western art on Eastern and vice versa in the museum at Hazaora, where is housed the splendid collection of *objets* made by Wilfred Israel and left by him to the settlement; of sculpture and painting at Gevet Brenner, and so on. Public and private rooms are given paintings, sculpture, etc., by the members in the longer-established communities. Thus communal and public living is tempered by permissible individualism. Moreover, apart from necessities, whenever funds permit—which they usually do in the longer-established settlements—members may apply for the permanent loan of the requirements of their particular taste. A student of any subject may apply that books on that subject be obtained for him, the sculptor for his tools and the building of a studio, but the outcome of their devotion is at the disposal of the community, and the member owns no property of his own. In the Kibbutzim even the members' clothes and washing things are purchased for them by the community.

In the beginning members of some of the Kibbutzim did not solemnize and register their marriage before a Rabbi or solemnize it before witnesses, but even so the critical nature of persons living in a small community, if not their own inclination, generally imposed fidelity on such mated couples. Although there is no civil marriage law in Israel, more and more members of the Kibbutzim now register their marriages with a Rabbi. No distinction is made in Israel law between a child born in wedlock or otherwise, and inheritance in any case has no force in Kibbutzim.

In some new ex-soldier settlements where life is hard, accommodation limited and all the members below thirty, young members of both sexes share the hut rooms, generally in threes, but the tendency is towards marriage before a Rabbi or registration of it by him, as soon as a child is expected. The community, on application, provide a private room for the couple. The man then ceases to sleep in a dormitory with others, and his children are brought up and sleep in the communal children's quarters. There are fixed evening hours in which parents play with their children.

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Education tends to be on the American model, and in the kindergartens is on the " topical " rather than the " subject by subject " system, and is co-educational. A children's farm and garden exist in most Kibbutzim.

When the children grow up they generally become members of the Kibbutz, and the expenses of any particular requirements are borne by the community until then. Very occasionally teasing problems arise; for example, the case of an unruly boy who repeatedly took motor-cars parked in a nearby village for a drive, finally smashing one in an accident causing damage estimated at £1,1,000. The community debated whether it should pay, which it seems it would in law be obliged to do.

Life in a Kibbutz is found in practice to be well suited only to those brought up to it, and the tendency in consequence is to take only the young and to wean future members to the life as children. There are Kibbutz training-farms in England and the United States, the course in England being usually one year. In the United States the period is generally shorter, and the result on arrival in Israel is found to be less satisfactory.

The population in a Kibbutz ranges from sixty in the smallest to 2,000 in the largest.

Co-operative settlements are becoming more general than the communal or Kibbutzim settlements.

The system of co-operative settlements are of several kinds.

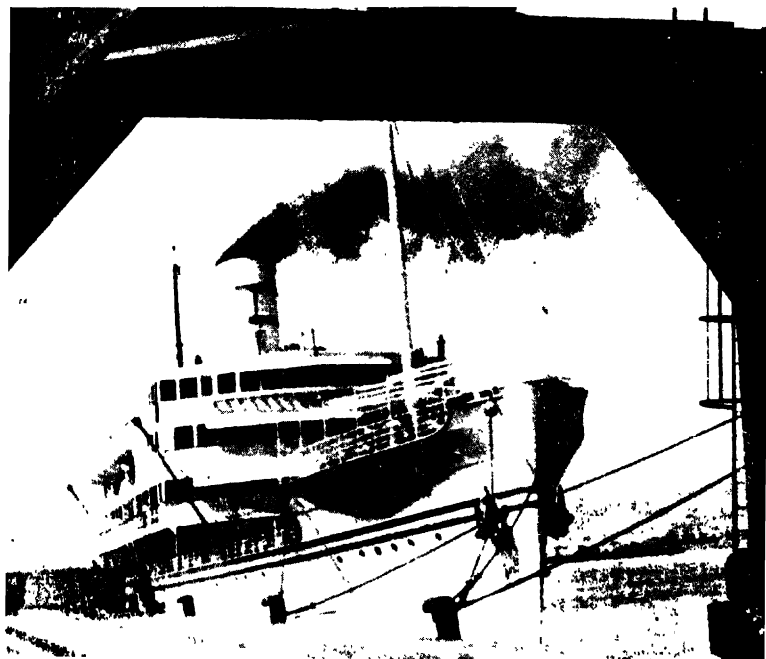
There are the Moshvei Ovdim (sing. Moshev Ovdim), or workers' co-operative small-holding settlements, founded on the principle of mutual aid and equality of opportunity between the members, all farms being equal in size and hired labour prohibited.

Each individual farm is worked by the member and his family, but the settlement is completely co-operative, in that all the produce of the farms is sold through a central co-operative and all purchases for the requirements of the village are undertaken co-operatively. Certain types of agricultural equipment are owned by the settlement as a whole and used co-operatively. The supreme authority of the settlement is the General Assembly of all its members. The general administration is undertaken by a council elected by the Assembly. No transfer of a farm or acceptance of a new member is permissible without the agreement of the Council. The population of this type of settlement varies between 100 and 1,000; the first of the kind to have been set up was at Nahalal in 1921.

The Moshavim (sing. Moshav) settlements are small-holders' settlements in many ways resembling the Moshvei Ovdim, but



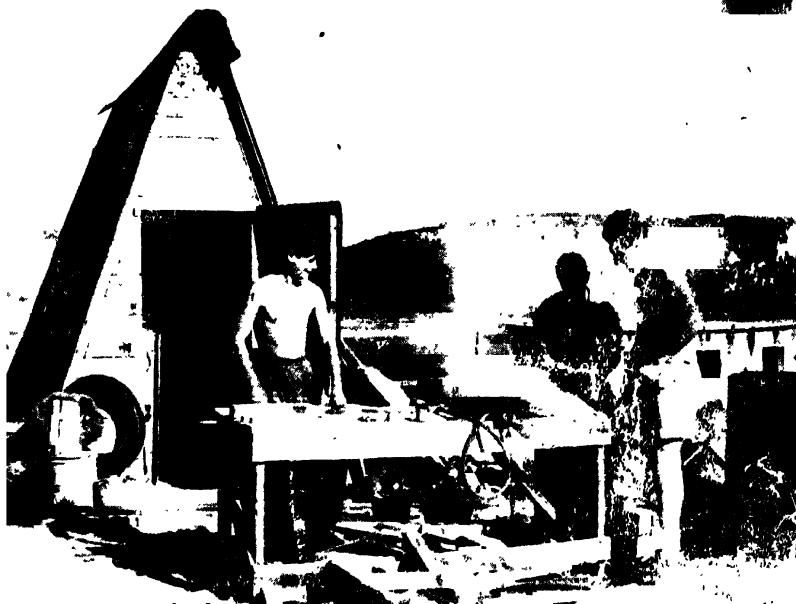
NIN JEWS FROM HADIRAMAUT ARRIVE AT LYDDA AIRPORT  
 THE ISRAELI MERCHANT NAVY, S.S. KEDMAH (SHOHAM LINE)





XX IN A KIBBUTZ

### PIONEER'S WORKBENCH



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without the same rigid ideological basis—hired labour, for example, is permitted.

The first settlement of this type was set up by immigrants many in 1933 at Ramet Hashavim; it has a population of 500. Villages of this type of settlement are normally called "middle-class" settlements to differentiate them from the Moshvei Ovdim of the Labour Movement. There is no completely standard type within the group. In some cases they are established on privately owned land, in others on nationally owned land. Most of them are organized by the Agricultural Council, which deals with the majority of the co-operative villages not affiliated to the General Federation of Jewish Labour in Israel (Histadruth), with the agricultural purchasing and marketing by co-operative villages other than those using the marketing co-operative of the General Federation (Tnuva) and with the needs of some of the small-holding farmers.

The Agricultural Council represents some 2,700 small-holdings farming about 153,000 dunams. Its divisions are Aspaka (or the central purchasing institution for fodder, fertilizers, machinery, etc.), Tenne (or the marketing co-operative) and Bahan (or the central auditing and control organization).

Moshavim Shitufim (sing. Moshav Shitufi) are settlements based on collective ownership of property and collective work as in the Kibbutzim or communal settlements. But each family—as in the Moshvei Ovdim—has its own house and is responsible for its own domestic services, such as feeding, laundry and care of the children. Payment for work is based on the same principle as in the Kibbutzim "to each according to his needs and from each according to his capacity"—each family, for example, receiving money according to the size of the family. The Moshavim Shitufim, like the Kibbutzim, are tending to develop industrial enterprises alongside agricultural enterprise.

The first Moshav Shitufi was established at Kfar Hittin in 1936.

Moshava (sing. Moshavat) are ordinary rural villages based on private land ownership and private enterprise. Included in this group are several large villages like Herzlia (population 13,000) and Hadera (population 18,000), which are, in fact, small townlets, but which remain predominantly agricultural in character. Rehovoth and Rishon-le-Zion are not included because they have attained municipal status.

In addition to the above there are Maabaroth (sing. Maaba-

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rah), or settlements of new immigrants temporarily set up while a new permanent village is being constructed or for bringing labour to points where it is needed pending the establishment of a village elsewhere.

In most cases the new village goes up within sight of the Maabarah, the inhabitants of which work on the permanent village in which they are later to live. The permanent village when completed develops into one of the types of settlements described above. In addition, over a hundred Maabaroth with more than 100,000 inhabitants have been set up near urban and the larger existing rural settlements and are considered administratively as belonging to those centres, although in some cases they will achieve administrative independence. The housing of most of the Maabaroth camps is in simple aluminium huts about twelve feet by nine feet, with central office, feeding halls, washing places, etc.

It is to new Maabaroth that most immigrants are transferred on landing, after forty-eight hours for registration, inoculation, etc., in a reception camp sited near the ports, air or sea, of their arrival.

The number of the various types of settlements are as follows:

	NUMBER	POPULATION (ESTIMATED)
Kibbutzim or communes . . . . .	214	73,000
Moshvei Ovdim or co-operatives . . . . .	180	63,000
Moshavim or small-holders' co-operatives . . . . .	39	6,000
Moshavim Shitufim or small-holding collectives . . . . .	27	3,000
Maabaroth or transit settlements . . . . .	130	100,000
Jewish villages . . . . .	42	98,000
Arab and Druze villages . . . . .	102	160,000

The drive towards agricultural self-sufficiency initiated by the Government has already had considerable success. During the period November 1949 to October 1950, only £1.23,563,000 was spent on the import of food, as compared with £1.22,534,000 in the same period in 1948-49, although the population in the meantime had increased by 184,000.

The special Development Budget for 1950-51 provided for an appropriation of £1.12,300,000 for various agricultural development projects, including the following:

£1.3,000,000 for settling immigrants in existing and new villages and establishing grain-growing settlements.

£1.1,600,000 for irrigation.



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£1.1,750,000 for small-holders in villages, abandoned towns and suburban areas; for drainage, soil preservation and development of natural pasture lands; animal husbandry; erection of refrigeration plants, etc.; for fishing industry; for citrus groves and nurseries and to foster industry in new settlements.

£1.4,300,000 for acquisition of pipes and agricultural equipment.

The following analysis shows the development in various branches of agriculture already achieved:

### (1) *Land*

3,000,000 dunams of land were under cultivation by the end of the 1950-51 agricultural year (1st November to 31st October). In the year 1948-49 only 1,650,000 dunams were under cultivation.

### (2) *Production*

(a) *Vegetables.* Vegetable production has been trebled in twelve months:

Vegetable production	1948-49	.	.	47,000 tons
"	"	1949-50	.	130,000 "

(56 varieties)

With the increase in the production of fresh vegetables, the import of canned and dried vegetables fell from 3,048 tons in 1949 to 215 tons in 1950. On the other hand, experimental exports began in 1951 with the despatch of 400 tons of spring potatoes and 200 tons of cauliflower to Britain and Sweden.

(b) *Wheat and Cereals.* Wheat and rye production, although still far short of the country's requirements, have increased considerably.

Wheat and rye production	1947-48	.	.	15,000 tons
"	"	1949-50	.	26,000 "
"	"	1950-51	.	44,000 " (estimate)

The 1950-51 target represents 25% of Israel's total consumption. The Ministry of Agriculture, however, is at present laying the main stress on the production of fodder rather than of wheat and cereals.

(c) *Pulses.* 2,900 tons of pulses were produced in 1950, just under a third of the country's requirements of 7,900 tons. The figure for 1951 was expected to reach 4,000 tons.

(d) *Eggs, Milk, Poultry and Fodder.* The production of eggs, poultry and milk is largely dependent on the amount of fodder available. In order to lessen Israel's dependence on imports,

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the Ministry of Agriculture has been encouraging farmers to grow crops for fodder and is granting land and loans to those farmers willing to do so. So far, production has more than trebled since 1948.

### FODDER

Grain fodder production	1949-49	.	.	15,600 tons
" "	" 1949-50	.	.	57,200 "
" "	" 1950-51	.	.	72,000 " (estimate)

(The figures given above include such grain as barley, maize, durah and milos—a new type of small American grain which may largely replace durah and result in increased yields. Next year improved varieties of maize will be introduced.)

*Green Fodder for Silage.* The production of silage and green fodder, too, is being specially encouraged.

Locally produced silage	1947-48	.	.	10,000 tons
" "	" 1949-50	.	.	47,000 "
Area of locally produced green fodder	1947-48	.	.	60,000 dunams
" "	" 1949-50	.	.	75,000 "

In addition, irrigated pasture was introduced and the area of such pasture increased to 6,000 dunams. A further 10,000 dunams of irrigated pasture was planned for 1950-51.

500,000 dunams of land in the northern Negev are now being prepared for the production next season of barley as grain fodder. This will mark the first important step towards the exploitation of the Negev on a large scale.

### (3) *New Crops*

(a) *Vegetable Oils.* The most important new venture of the Ministry of Agriculture was the placing of 40,000 dunams of non-irrigated land under peanut and sunflower cultivation for the production of vegetable oil, and the doubling of production from 1,500 tons in 1948-49 to 3,000 tons of oil grains in 1950-51. Israel's imports of oil plants are still, however, very large, and 38,000 tons had to be brought into the country in 1950-51 at a total cost of £1.2,500,000.

(b) *Tobacco.* Only a small quantity of Oriental varieties of tobacco were grown, mainly by Arabs, prior to 1948-49. A considerable increase in tobacco cultivation has since taken place.

Tobacco picked	1948-49	.	.	.	.	600 tons
" "	" 1949-50	.	.	.	.	1,600 "

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The tobacco now being grown in Israel is mainly a Turkish blend, but includes an increasing quantity of American Virginia tobacco.

(c) *Onions*. The planting of 15,000–20,000 dunams of Californian- and Spanish-type onions in 1951–52 is expected to save Israel £1.150,000 of foreign currency spent on importing onions in the past.

In 1949–50, 5,000 dunams were grown, and the crops covered 25% of the local demand.

(d) *Fruit (excluding Citrus)*. The Ministry of Agriculture plans to increase the area of orchards and vineyards very considerably. It will take, however, a number of years before the newly planted orchards begin to yield.

Fresh fruit produced 1948–49	.	.	.	10,700 tons
" " " 1949–50	.	.	.	14,500 "
" " " 1950–51	.	.	.	25,000 " (estimate)
Grapes produced 1947–48	.	.	.	9,150 tons
" " 1948–49	.	.	.	16,000 "
" " 1950–51	.	.	.	25,000 " (estimate)

The increase in fruit production has been mainly due to the revival of neglected and abandoned orchards.

### (4) *Agricultural Implements*

One of the most important factors in increasing production is the mechanization of agriculture. The Ministry of Agriculture advises on the distribution of agricultural implements, and special facilities have been granted in respect of the import of mechanical equipment for agriculture. The following table shows the increase in agricultural equipment during the past two years:

		TRACTORS	COMBINES	DRILLS	BAILERS
1947–48	.	460	260	237	173
1949–50	.	3,500	940	630	550

## IRRIGATION

The most important fact revealed by hydrological exploration is that the country's total resources are adequate to meet all of its development needs, provided water supplies, instead of being squandered and lost, are properly tapped, stored and distributed, and this is the main object of the national irrigation plan, the blueprints for which have been prepared by local irrigation experts in co-operation with American reclamation engineers.

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From the point of view of water resources, the country may be divided into three natural zones, viz.:

A. The Northern Zone, which has a surplus of water over and above the quantity needed for local requirements.

B. The Central Zone, where supplies roughly balance the requirements.

C. The Southern Zone, which is deficient in water.

The fundamental principle underlying the national irrigation plan is the use of surplus water from Zone A for the irrigation of Zone C—i.e., conveying through a canal the river, spring and flood-waters from the north to the arid soils of the south.

According to the plan, the projected irrigation system will start in the north from two heads: one in the east, starting at the sources of the Jordan and the other to the west (near the Lebanese border) to be fed by the storage of winter flood-water from the wadis now draining into the Mediterranean, as well as by the surplus waters of the Kabri springs, the Kishon river, etc. After crossing Zone B, where it will receive additional supplies from wadi-reservoirs and local rivers and springs (viz., the Yarkon river and the Ras-el-Ein spring), the main water-canal will descend to the south, thus making possible the irrigation of the fertile but arid lands of the northern Negev. In order to ensure a steady irrigation supply all the year round, water from the winter flow of rivers and springs and from the winter rains and floods racing through the wadis must be stored through the construction of reservoirs and the crection of storage dams across the principal wadis.

Great progress has already been made in locating new water-bearing areas. The sand and sandstone formations of the coastal plain reservoir, in the new settlement areas of southern Judæa, are yielding highly productive wells and, in fact, the whole coastal plain from Rehovoth to as far south as Nir Am, on the fringe of the Negev, is proving to be the richest, though as yet the least developed, part of this underground water reservoir. Most notable progress has been made in tapping underground water in the limestone formations which have recently been found at reasonable depths in western and southern Galilee, in the Ephraim mountains, the western foot of Carmel, the Petah-Tikvah-Lydda area and the Jerusalem corridor. There is every reason to suppose that wells of a sufficient depth can exploit the limestone formations all the way from the country's northern frontier to, possibly, as far south as Beersheba; though it is not unlikely that in certain

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areas the water will be saline and unfit for irrigation, or too deep for economic exploitation.

With the more intensive withdrawal of ground-water it will become increasingly worth while to replenish the underground water reservoirs by recharging them with the unused flood-water of the wadis—a practice established in the United States and already attempted experimentally at one point in the Negev.

It is intended to locate new wells so as to withdraw the greatest possible quantity of water without upsetting the hydrological balance of the region. Systems drawing water from areas rich in water and conveying it by pipe-lines to poorer areas are to be gradually established in most parts of the country.

The following main schemes have been planned, are under construction or have been completed:

*The Jordan Valley Scheme.* The valley of the Jordan River and the coastal plain of Israel offer natural features for a far-reaching plan to divert the sweet waters of the Upper Jordan and its tributaries into a network of irrigation canals. An agreement with Jordan would be necessary and probably very difficult to make. In order to compensate the Dead Sea for the loss of the Jordan waters, sea-water would be introduced from the Mediterranean, starting at a point near Haifa and conducted through a tunnel and open canal down the Jordan depression to the Dead Sea. As this sea-water dropped into the Jordan rift, there would be almost 1,300 feet of effective fall for the development of hydro-electric power. The scheme could bring an estimated 1,600,000 dunams under irrigation. It is believed that the effect on the potash plant and its resources would be slight, and not prohibitive.

*Reclamation of Huleh.* The reclamation of the Huleh has taken a special place in the J.N.F. development plans. The Lake of Huleh, through which the Jordan flows, created the country's biggest swamp, and thus became a source of pestilence. The outlet of the lake is so narrow that its waters overflow and submerge the surrounding low-lying lands. As a result, a marsh was formed, and 100,000,000 cubic metres of water were wasted annually which could be used for irrigation. The reclamation project provides for the diversion of the Jordan waters into irrigation canals and the drainage of the Huleh's stagnant waters and marshes. 60,000 dunams of fertile land will thus be reclaimed for intensive cultivation of vegetables, grain, grapes and other fruit, as well as industrial crops such as groundnuts, etc. 10,000 dunams will be retained

## THE NEW STATE OF ISRAEL

for fish-ponds. In terms of value \$10,000,000 worth of food will be produced each year from the malaria-breeding Huleh swamp.

*The Western Galilee System*, which will consist of a chain of interconnected wells to be drilled along the western Galilee foothills, will supply irrigation water for the whole of the coastal plain between the Lebanese border and Emek Zevulun, provide water for Haifa and its suburbs and will deliver to the Valley of Esdraelon any surplus water not required within its own district.

*The Kishon System*, which already supplies irrigation water for the Valley of Esdraelon (the Emek), mainly from wells located in the vicinity of Haifa and in the foothills bordering it, is now being steadily extended by the addition of new wells at both ends of the system.

*The Samaria Coast System*—a chain of interconnected wells along the toe of Carmel's western slopes—is now being set up, and has already begun delivering irrigation water to the newly established settlements in the Haifa-Benjaminia coastal strip.

*The Karkur-Pardess Hanna System*, which receives its supplies from some of the richest wells in the country, draws its water from the limestone mountain formations near the Samaria foothills, and supplies areas farther west in which local supplies have proved unsatisfactory.

*The Lydda Plain System*, which is now being set up, will irrigate the area between Petah-Tikvah and Ramleh with a branch to the Vale of Ayalon and a connexion to the present Jerusalem water-supply system. It will draw its water from a line of wells running north and south of Wilhelma which tap the limestone formations at no great depth.

*The Givat Brenner-Hulda System*, which at present supplies Jerusalem's water, is being rapidly enlarged to provide water for new settlements in the Ekron-Hulda-Har Tuv area. This system receives its water from a group of wells south of Rehovoth which tap the sandstones of the coastal plain reservoir, and conveys it eastwards to now waterless areas. Wells are to be drilled in the Kfar Uriyah-Har Tuv sector, and will deliver water to the same system, which will thus be fed from both ends. Its ultimate enlargement envisages the provision, if necessary, of additional water from the Yarkon-Negev system described elsewhere in this chapter.

*The South Judean System* is now being set up to provide water from the many new settlements in that region. As a first step, single wells are being drilled in or near the settlements. At a later date these wells will be grouped to feed six

## AGRICULTURE, FISHERIES, IRRIGATION, FORESTRY

or seven main pipe-line systems running west to east, which will receive their water chiefly from the sandstones of the coastal plain reservoir at the western end, and, wherevèr possible, also from the mountain formations at the eastern end. These separate systems are interconnected, by the large Yarkon pipe-line, which will bisect them on its way to the Negev and will be able to supply water to them, or receive water from them, as occasion demands.

*The Negev System* embraces a network of pipe-lines linking all the Negev settlements within an area of some two million dunams, reaching as far east as Beersheba and as far south as Asluj. It is fed by a group of wells tapping the coastal plain reservoir in the Nir Am and Gvar Am area north-east of Gaza, and serves as a transition stage intended to provide water for initial irrigation in the new settlements now being set up, which will receive water from the Yarkon river for their further development.

The total water supplies handled by the Mekorot water-company network have already increased from 1,000,000 cu.m. in 1939 to 50,000,000 cu.m. in 1950, and are expected to rise by 1953 to 450,000,000 cu.m.

While a start has been made with the supply of water to the Negev from outside sources, and such supplies will be considerably increased in the future, every effort is, at the same time, being made to develop local resources. Foremost among these figure the storage of the flood flow of wadis by a number of dams. In an area east of Beersheba, an experimental recharge system has been set up to increase the absorption of flood-water into the underground strata by a series of small check dams. This has been linked with an experimental underground collecting gallery withdrawing water from deep sandstone layers so fine that they cannot be successfully exploited by ordinary wells. At certain other points in the Negev it may be found possible to tap deep underground water horizons by wells, and an exploratory drilling programme is being undertaken.

Other schemes are:

*The Beisan Scheme.* Under the Beisan Valley scheme the water of the local springs is to be collected into two independent systems, one, of good-quality sweet water, to be used for irrigation, and the other, of more saline water, to be used partly for fish-breeding ponds and partly also for irrigation purposes after dilution with sweet water.

*The Northern Galilee Mountain Scheme* will utilize the water of the Ain-Dahab and Ain-Malaha springs on the western fringe

## THE NEW STATE OF ISRAEL

of the Huleh basin, jointly with the water of the higher lying Ras-el-Naba and Bir Uba springs in the mountains themselves, to feed a large network of pipes which will run north as far as Manara and Matulla and west through all the new settlements now being set up along the two northern frontier roads. The system will be fed in the first instance by water from the high-lying springs which have their greatest yield in the winter, and will receive additional water, when required, from the lower sources.

At a later date an additional supply of water for the extension of this system will be obtained from local storage; but the main addition will come from the Jordan tributaries. The power to raise the latter will be derived at little cost from a hydraulic turbine utilizing the available drop of head between the Jordan tributaries and the Hulch land which they will irrigate.

*The Eastern Galilee Scheme.* Water drawn from the Malaha spring, west of Lake Huleh, will be delivered to all the old and new settlements in the potentially fertile but hitherto almost waterless area west and south of the Lake. The scheme is designed to fit in with the ultimate Huleh irrigation system and with the future country-wide irrigation scheme.

*The Litani River.* The possibility of co-operation between Israel and the Lebanon has been visualized in a scheme to divert the waters of the Litani river towards Israel after satisfying all the irrigation needs of the Lebanon itself and providing for it hydro-electric power. The excess Litani water would mostly be diverted to the Sahl-El-Batauf reservoir and from there taken on to the Negev.

*The Yarmouk River.* The main storage reservoir for the waters of the Yarmouk will probably be the Sea of Galilee, which previously served as a reservoir for the Naharayim power station of the Palestine Electric Corporation. As a consequence of the diversion of the Jordan sources, above the Sea of Galilee, the latter will receive a reduced inflow. This is to be made good by the diversion of the water of the Yarmouk into the Sea of Galilee in order to maintain its level, the balance being used to irrigate the Jordan Valley on both sides of the river. However, in order to keep the water sweet, it may become necessary to divert away from the Sea of Galilee some of the saline springs, like those of the Tiberias thermal springs, which now discharge into it. This plan presupposes co-operation between Israel and the neighbouring Arab State of Jordan.

*The Yarkon River.* The river lies wholly within Israel territory and its waters are to be diverted through two large



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concrete pipe-lines running towards the Negev and delivering a small part of the water to certain dry areas on the way.

Two pipe-lines are already constructed: the eastern pipe-line laid from the Yarkon southwards will provide water, in the first stage, for Jerusalem and its corridor. The western pipe-line is to carry increasing quantities of water from wells being drilled all along its route—wells ultimately intended to serve the local district irrigation systems which are to be interconnected by the Yarkon-Negev pipe-line.

In the planning and implementation of the irrigation projects, the Government of Israel co-operates with the Jewish Agency, which is responsible for new settlement activities, and with the Mekoroth Water Co. which executes the district irrigation systems. A joint Government and Jewish Agency committee takes decisions in major matters of planning and policy and guides the work of these bodies. The water section of the Government engages in hydrological investigations and in country-wide planning, while the Irrigation Office of the Agricultural Settlement Department of the Jewish Agency plans and constructs the actual irrigation schemes in the new settlements. The regional irrigation systems, intended for the common use of various settlements, are planned, constructed and operated by the Mekoroth Water Co., which is a joint undertaking of the Jewish Agency, the Jewish National Fund and the Histadruth (the General Federation of Jewish Labour). A committee of engineers and agronomists advises Mekoroth on the planning of these schemes.

In the preparation of the country-wide irrigation plans the Government has enlisted the assistance of American experts to co-operate with its own staff of local engineers. A leading engineering geologist in the U.S.A. has investigated geological conditions at various proposed dam sites.

### FISHERIES

#### DEVELOPMENT OF ISRAEL FISHERIES

		1948-49		1949-50	
Number of boats . . . .		139		263	
Number of fishermen . . . .		750		944	
<i>Production :</i>		1948-49		1949-50	
		<i>In tons</i>	<i>In per- centages</i>	<i>In tons</i>	<i>In per- centages</i>
Sea fishery	Lake fishery . . . .	338.3	10.2%	684.4	11.3%
	Deep sea fishery . . . .	429.9	13.0%	1,093.5	18.0%
	Surface and inshore fishery . . . .	177.2	5.4%	584.5	9.7%
	Fish-breeding . . . .	2,358.4	71.4%	3,699.7	61.0%
		219			

## THE NEW STATE OF ISRAEL

All the branches of the fishing industry made progress during 1951, and much rehabilitation work was done. The Arab-Israel war had brought fishing in the seas, lakes and ponds to a standstill. The chief tasks of the Department were to re-organize the fishing industry, to plan and make preparations for its development on a scale sufficient to supply the country's demands and to provide new immigrants with a basic means of livelihood. With this aim in view, groups of fishermen were selected, organized and trained; new and well-equipped fishing-boats were ordered from Europe on the advice of specialists of the Department who had visited several countries and had chosen suitable types. Instructors were brought from abroad and local instructors were employed to train fishermen and raise productivity both by existing methods and by introducing new techniques. Various kinds of fishing equipment were ordered. Regional fishing jetties were planned; coastal surveys were made. New fishing techniques were tested with the use of experimental boats; a modern experimental boat was brought from Denmark. Apparatus was set up for supervision and safeguarding of fishing sources against sabotage. A licensing office was opened for fishermen and fishing-craft. Financial assistance was given to new fishing groups. The Department dealt with investments from abroad and with the establishment of new fishing enterprises; it completed the first stage in the building of a jetty at Cæsarea and assisted in the building of the jetty at Michmoret.

Measures were taken to rehabilitate the fishing industry in the Sea of Galilee; new techniques were employed with success. Breeding-ponds were dug to preserve the fish population of the lake, and a scientific study of the lake-fishing was begun.

Once the armistice agreement with Syria was signed, a coastal cruising vessel was put into operation to watch over Israel's rights in the sector opposite the Syrian banks. Hulch fishermen were given assistance to improve and mechanize their fishing methods and to introduce new techniques.

The Sea-fishing Research Station has made a comprehensive study of fishing in the Mediterranean and in the Sea of Galilee, and has begun surveys at Elath. The station follows the development of the different branches of fishing closely and is endeavouring to determine the proper line of development, fishing standards and regulations.

Preparations are being made for a permanent and well-fitted building for the research station near the Cæsarea jetty, called "Maoz Hayam". The station has its own boat for collection of material and specimens.

## AGRICULTURE, FISHERIES, IRRIGATION, FORESTRY

### *Fish-breeding Section*

This section is concerned with planning; the supervision of building and licensing of ponds; improvement of techniques of breeding in order to save labour; the development of new methods of fish culture; and construction of reservoirs, dams, etc.

An inter-institutional advisory committee was formed to consider applications for permits.

*Research in Fish-breeding.* The central Fish-breeding Research Station at Sdeh Nahum made a comprehensive study of fish-ponds, diseases and nutrition problems. Tests were made in chemical fertilization of ponds with the object of making this branch of industry independent of supplies from abroad. Experiments were made to introduce new varieties of fish for artificial breeding, and preparations are under way for the establishment of a central Fish-breeding Station at Tantura. Experiments were also made in soil mechanics and control of sand drift which will be utilized for fish culture.

*Eylat, on the Gulf of Akaba.* A commission of trained fishermen and members of the Department's Research Station was sent to Elath for experimental work. Over a period of three months they collected valuable material, submitting a report for the continuation of the project.

### AFFORESTATION

The value of afforestation in the future of Israel is receiving general recognition. In his address at the opening of the second session of the Knesseth on 7th November, 1949, the Prime Minister spoke of the re-afforestation of an area covering 5,000,000 dunams, a quarter of the country's surface. Afforestation, he said, would not only beautify the country and help to prevent erosion and rehabilitate the wastelands, but it would also provide a valuable source of productive employment for unskilled immigrant labour and lead to a more balanced distribution of population as between town and country; in addition, trees planted along roads and frontiers and around public buildings and military installations would serve security needs in providing cover from air observation, an important defence consideration in a small country. "We must in the course of time," Mr. Ben-Gurion concluded, "reach a point in our afforestation programme when half a million dunams of trees will be planted annually."

Of the total area of Israel, nearly two-thirds (13,000,000 dunams) is classified, in its present state, as non-arable. Of

## THE NEW STATE OF ISRAEL

this non-arable land about 9,000,000 dunams (mainly in the southern desert) are unsuitable for afforestation. It is estimated that, of the remaining 4,000,000 dunams of non-arable land, about 500,000 dunams will be used for urban development, leaving a little over 3,500,000 dunams for afforestation. As this figure also includes the existing forests and remnants of natural woods, the area remaining for a future re-afforestation covers approximately 3,000,000 dunams or roughly a sixth of the whole country.

### REGIONAL BREAKDOWN OF AFFORESTATION AREAS

	DISTRICT	AREA IN DUNAMS
1. Upper Galilee	. . . . .	660,000
2. Lower Galilee	. . . . .	235,000
3. Carmel	. . . . .	5,000
4. Shomron	. . . . .	90,000
5. Sharon	. . . . .	17,000
6. Jordan and Beisan Valleys	. . . . .	48,000
7. Judean Plain	. . . . .	223,000
8. Jerusalem Area	. . . . .	130,000
9. Ruhama Region	. . . . .	40,000
10. Coastal Dunes	. . . . .	140,000
11. Negev	. . . . .	1,600,000
Total		3,188,000

The original Afforestation Department was established under the High Commissionership of Field-Marshal Lord Plumer, and in the course of its thirty years of research in afforestation the Jewish National Fund has planted varieties of pine and cypress, eucalyptus trees, tamarisks, several species of fruit trees, acacias, willows, poplars, etc. They were planted in various parts of the country under all possible conditions and using many different systems of cultivation and soil preparation. The Atlas, Lebanon and Himalaya Cedar has been planted on mountains and hill tops. In 1951 some 3½ million trees were given to the public from the nurseries for planting.

There are seven forestry districts each under Chief Rangers.

The main nursery for trees is at Alanot. Apart from areas under afforestation, 400 kilometres of roadside have been planted since the beginning of 1948, of which 40 kilometres were planted by the Army.

## CHAPTER THIRTEEN

### *Communications : Railways, Road, Shipping, Air, Postal and Wireless*

**I**SRAEL lies on the more easily traversable and defensible flank of the isthmus and canal of Suez.

In the long past there were great trade routes from East to West passing through Palestine. The caravans to the late Roman Empire from India passed through Nabatea (today Jordan and northern Saudi Arabia) with merchandise bound for Petra, Damascus and the ports on the Mediterranean. With the decline of Rome and the mass immigration of the Arabs into Roman-held lands these already old routes fell out of use except for pilgrims to Mecca, and there were few changes in transport conditions in Palestine until the nineteenth century. The country owed its single-line railway system, for example, to the requirements of the pilgrim traffic, both Christian and Muslim; thus a railway line was laid from Jaffa to Jerusalem between 1890 and 1893. Between 1903 and 1914 the Ottoman Government built the Hejaz railway, intending it for pilgrim traffic to Mecca and Medina, but it had only reached Medina when war stopped further progress. Strategic considerations had also played some part in the laying down of these lines and of their extension—i.e., of the Hejaz line from Derâa to Haifa. In the First World War lines were laid southwards to Nablus, Beersheba and the desert of Sinai by the Germans and a coastal road northward to Haifa by the British. In the Second World War the British continued the line from Haifa to Tripoli in Syria, linking Egypt with the European system via the ferry at Haidar-Pasha on the straits at Istanbul. Haifa harbour was enlarged to serve as a British base, and Lydda airport, which had already been developed as a convenient stopping point on the world air routes, was used by the Allied Air Forces and became for a time a United States Air Force station.

During the Mandatory period the road from Haifa to Mafrak in Jordan, and on across the desert eastwards, and the road from Egypt via Beersheba to Jerusalem and the north were improved and surfaced to take military traffic.

The Israel Government has since extended the road system, particularly in the Jerusalem corridor and southwards into the

## THE NEW STATE OF ISRAEL

Negev. An important new road, which should be completed in 1952, is that connecting Beersheba with the southern end of the Dead Sea. \*The road from the Dead Sea to Elath is also being improved and surfaced.

### THE MINISTRY OF COMMUNICATIONS

The legal authority held by the Minister of Communications derives from two principal ordinances—the Transportation Ordinance which regulates the issue of licences for vehicles, and road movement; and the Government Railways Ordinance, 1936.

The powers with respect to ports (sea and air) services derive mainly from the Ports Ordinance which provides for the levy of port fees, registration of ships, coastal services, inspection, etc., lost cargo and payment of salvage fees.

The Provisional Government adopted three laws affecting marine service—namely, the Ships Ordinance (Nationality and Flag), 1948; the Ships Mortgages Ordinance, 1948; and the Ships Ordinance (Restriction of Transfer and Mortgage), 1948.

The legal authority of the Minister with respect to air service is based on a number of Mandatory laws and particularly on the Aviation Law, 1927.

The legal authority in the matter of posts, telegraph and telephone services is based on the Post Office Ordinance, the Wireless Telegraph Ordinance and the Stamps Ordinance, 1948.

#### *Structure of the Ministry*

Unlike other Ministries, the Ministry is composed of three separate units, each headed by a Director-General: the Posts, Telephone and Telegraph Services, Land Communications Services, Ports (Sea and Air) Services.

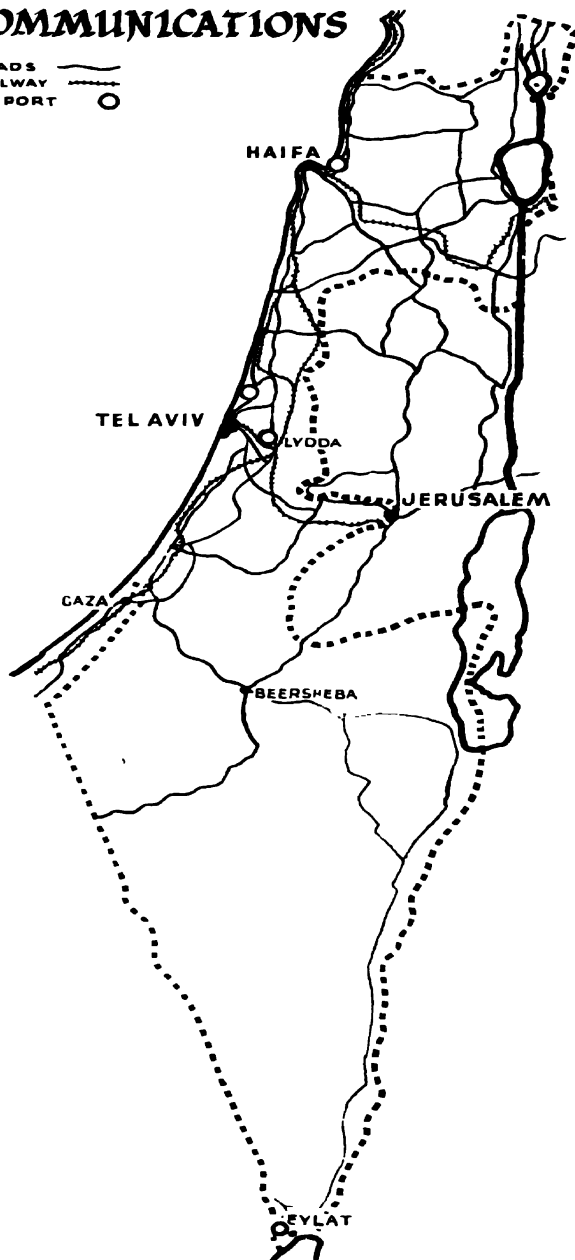
The Central Office has no Director-General, as in other Ministries, but only a Secretary-General. The work of administration is concentrated in three units, in addition to the Minister's private office: Personnel and Production Office, including an Employment Department, which has charge of personnel of all the enterprises of the Ministry and its Departments, and a Production Department dealing with training and mechanization; the Office of the Legal Adviser; and the officer in charge of overseas liaison.

There is also an Import and Export Department.

The functions of the Director-General of Land Communications Services include Railways, Road Transport Control—

# COMMUNICATIONS

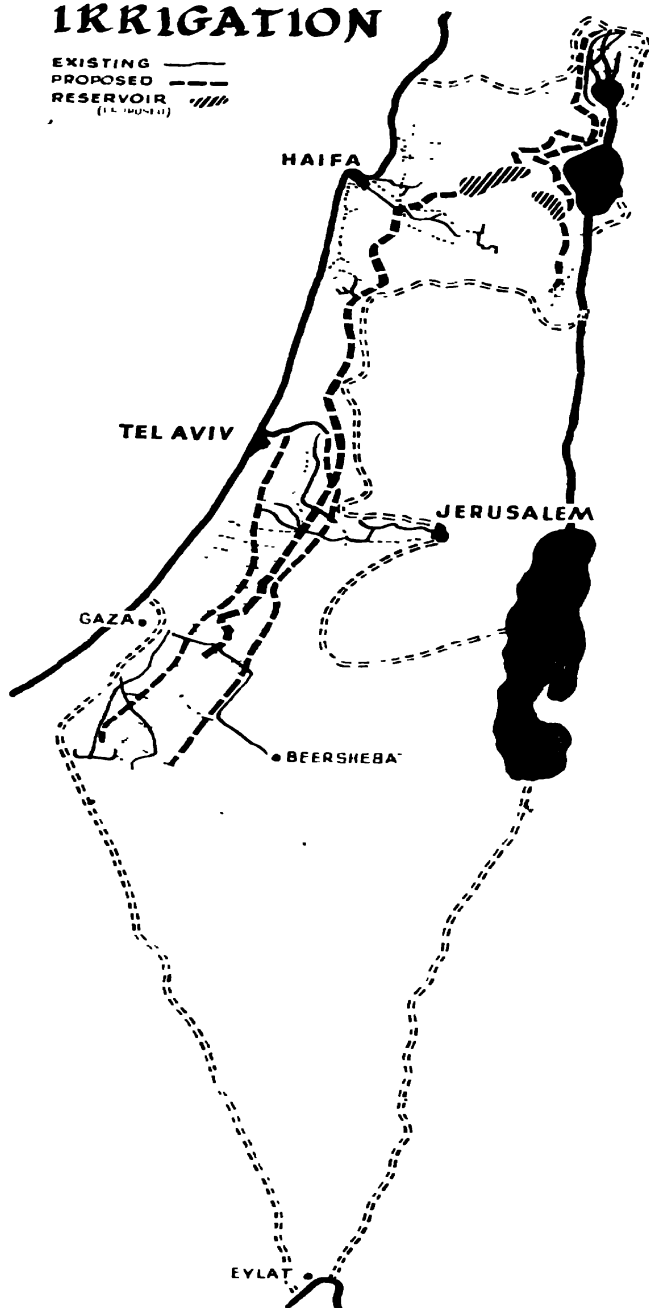
ROADS ———  
RAILWAY - - - - -  
AIRPORT ○



XXI COMMUNICATIONS

# IRRIGATION

EXISTING ———  
PROPOSED - - - -  
RESERVOIR (100-110) //





## COMMUNICATIONS

Licensing Department, examination of vehicles and drivers and granting of licences—and Traffic Department.

The administration of the Ports (Sea and Air) Services is effected through two Divisions: a Marine Services Division (this includes Shipping and Ports Departments), and an Air Services Division, including Technical Services, Aviation Services, Legislation and Licensing Departments.

The Meteorological Service is directly controlled by the Director-General of Ports (Sea and Air) Services.

The Director-General of the Posts, Telephone and Telegraph Services has an administrative assistant to help in running his eight units: Equipment and Maintenance Engineering; Engineering; Wireless and Transmission; Postal Services; Stamps Service; Telephone Service; General Management; Accounting; and Postal Banks.

*Central Office.* The officer in charge of Overseas Liaison supervises the relations of the Ministry with United Nations agencies and international associations which deal with various phases of communications, and takes part in negotiations between the Ministry's Services and foreign groups. This section dealt with the admission of the Communications Services of the State of Israel to the following international organizations:

- International Civil Aviation Organization,
- International Telecommunications Union,
- World Meteorological Organization,
- Universal Postal Union,
- Internationale des Chemins de Fer.

*The Financial Department* has charge of the financial affairs and accounts of the Ministry, draws up the budget, supervises the commercial and budgetary sections of its enterprises and Departments, inspects the efficiency of the Services and formulates the reports and balance sheets.

*Revenue, Expenditure and Investments.* In the period from 1st May, 1949, to 31st March, 1950, the revenue of the Ministry was £1,551,821 and its expenditure £1,542,590. Investments totalled £1,207,038 of which £1,246,249 were drawn from the ordinary budget, and the rest from the Development budget.

*Personnel and Production Office.* This office supervises the engagement of workers for the services of the Ministry; their conditions of work; transfer from one job to another, and dismissal. It represents the Ministry in its dealings with Government and Histadruth institutions in discussions of wages,

## THE NEW STATE OF ISRAEL

health, leave, professional training, sanitation, and takes part in negotiations between the Ministry's enterprises and Departments and representatives of the employees, the problems of the effect of increasing production and productivity in the sphere of communications and to recommend improvements and changes.

*Import and Export Department.* This was formed in May 1949. Its Director is the accredited authority for the import of motor vehicles (except for agricultural tractors); chassis and tyres for all vehicles; spare parts; motor-cycles and their spare parts and tyres; fire-engines; machinery and equipment for garages; trailers; railway cars and spare parts for them; ships; boats and parts thereof; port equipment; aircraft; gliders and parts thereof; aviation service equipment; posts, telephone and telegraph equipment; and stamps. By agreement with the Materials and Supply Division of the Ministry of Supply and Rationing the Department also dealt with licences for import of raw materials for manufacture of parts and spares for motor vehicles.

### ISRAEL RAILWAYS

The Palestine Railways employed 7,000 men, and of the Jews among them few were employed in an operational capacity. As early as November 1947, however, a training system for Jewish railwaymen, engine-drivers, signalmen, and other essential operational tasks was inaugurated clandestinely. The first train to be run by an entirely Jewish crew was a goods train from Haifa to Hadera, on 27th April, 1948.

As a result of the war with the Arabs and the establishment of the State of Israel, the line linking Haifa to Tel Aviv could not be used, since it passed through Arab-held territory near Tulkarm. The trains were run as far south as possible, and the goods and passengers then transferred to lorries and buses for the rest of the journey to Tel Aviv. A deviation of the line near Tulkarm was built, and trains now run from Haifa to Tel Aviv and the south and to Jerusalem.

The total length of line is 418 kilometres. The standard gauge line is between Haifa-Tel Aviv-Yad Mordechai, between Tel Aviv-Jerusalem and Haifa-Nahariya-Azzib. There is a narrow-gauge line from Haifa to Samakh.

There are four passenger trains daily in each direction between Haifa and Tel Aviv, and two daily in each direction between Haifa and Jerusalem via Tel Aviv. Goods trains are frequent. Between 1st March, 1950, and the end of February 1951 the number of passengers carried was 1,540,876 and the

## COMMUNICATIONS

tons of freight moved was 756,503. The railway workshops are near Haifa, and are the largest of their kind in the Middle East.

Plans for the future include a link to Beersheba and the purchase of new diesel railway engines in the United States.

There are just under 2,000 railway employees in Israel. They are members of the Civil Servants Trade Union, but have an elected committee of their own which represents them at Civil Servants Trade Union meetings.

## ROAD TRANSPORT

The Transport Department supervises road traffic, drivers and vehicles, the regulation of public transport, its planning and fixing of fares; and encourages manufacture concerned with vehicles and their spare parts.

Large orders were placed, out of the American Export-Import Bank Loan, for the replacement of heavy vehicles, buses and trucks. About 220 chassis for buses, half the order, have arrived and some are already operating. The rest will be put into operation as soon as the building of the bodies is completed. A total of 1,111 buses were registered with the Licensing Office at the end of March 1950.

Thanks to the American Loan, 608 additional trucks and 208 tenders were acquired, and distributed for general haulage, to agricultural settlements and industry, and to building contractors. There were 11,153 commercial vehicles, including tenders, registered at the end of March 1950.

The public transport system was extended by the addition of new lines, of which the main ones are: Tel Aviv-Beersheba; Western Galilee; southern settlements (Ashdod, Yavneh, Migdal Gad); and the Shephela (Lydda, Ramle, Wilhelma, Yahudia).

A number of improvements were made in public transport in Jerusalem, Tel Aviv and Haifa.

The number of taxis registered is over 2,000.

Meters were ordered from Sweden to be installed in taxis. There is a system of cruising taxis taking up to six passengers during the rush hours in Tel Aviv. Tips are not expected.

## PORTS (SEA AND AIR) SERVICES

These services include the Shipping Department, Ports, and Civil Aviation Departments, and the Meteorological Service.

## THE NEW STATE OF ISRAEL

### SHIPPING DEPARTMENT

*Israel European Shipping Line.* The Israel mercantile marine for passengers and freight has made great progress.

*The "Zim" Navigation Co.* With the acquisition of the fruit-carrier, *Tamar*, launched in July 1951 at Rotterdam, the "Zim" Navigation Co. increased its fleet to twenty ships.

*Passenger Service.* A regular passenger service (directed by the "Shoham" Co., its general agents) is maintained between Israel and Europe, America and Canada. Of its four passenger ships (the *Artza*, *Negbah*, *Gallila* and *Kedmah*), the *Kedmah*, which sails on the Haifa-Genoa-Marseilles line, is one of the fastest ships sailing the Mediterranean, taking only three days for the Haifa-Genoa trip.

During 1950 the company's ships made 111 trips, transporting 72,956 passengers, 55,000 of whom were new immigrants.

*Transport of Cargo.* Cargo-ships of the "Shoham" Company include the following: *Kommemiuth*, *Tzfonit*, *Dromit*, *Hadar*, *Ethrog* and *Nachson*; they sail from Israel ports to Italy, France, Belgium, Poland, Holland, England, Germany and the Scandinavian countries. The American trade is serviced by the "Israel-America Line", in which the "Zim" Company is a partner. Five cargo-ships, with a total tonnage of 50,000 tons, cover this route.

Shorter routes—Israel to Cyprus, Greece and Turkey—are also serviced by "Shoham" cargo-ships: *Hamored*, *Mishmar Ha-Emek*, *San-Antonyo* and *Hashloha*.

In 1950 "Shoham's" ships transported 250,000 tons of cargo (in fifty trips to America and Europe and 190 to neighbouring countries), representing 17% of the total cargo brought to Israel that year.

The total tonnage of the "Zim" Company is 90,000 tons, valued at £3½ million. The Jewish personnel engaged on the Company's ships has increased from 100 men in 1948 to 850, including veterans of other countries' merchant fleets, Israelis who gained their experience during the "Aliya Bet" period, and graduates of the Haifa Nautical School.

Approximately 60% of the immigrants and passengers who came by sea were carried in Israel ships.

Thirteen freighters of 54,000 tons dead weight were added to the Israel flag. The proportion of freight carried in Israel flag ships was doubled during the year, from 4% to 8% of the total. Altogether the Israel merchant navy had thirty freight and eight passenger ships at the end of the financial year 1950-51, with a total tonnage of approximately 90,000.

## COMMUNICATIONS

There are two freight lines plying from European ports to Israel, the Baltic lines to the ports of Finland, Poland and North Germany, sailing once a month, and the North Sea line to the ports of Holland, Belgium and England, from two or three sailings per month. In 1951, for the first time, Israel ships, of the "Zim" Navigation Company, carried citrus fruit.

In the cargo trade between the coasts of the United States and Israel there are four Israel ships of the "Zim" Navigation Company, *Tel Aviv*, *Yaffo*, *Haifa* and *Akko*, and two ships of the Dizengoff Shipping Line, *Meir Dizengoff* and *Henrietta Szold*.

The need to protect the Israel mercantile marine from crippling competition by foreign ships made it necessary to form a joint committee of the Ministries of Communications, Finance and Supply and Rationing for the planning and supervision of sea transport. Israel's merchant marine is carrying so far approximately 16% of the country's trade.

There is considerable concern about the training of seamen. Seven special courses have been held for the following ranks: one for ships' captains; one for first mates; one for second mates; two for engineers; one for wireless operators and one for stewards. By the end of 1951, the Examining Board had granted certificates to six captains, five first mates, seven second mates, nine third mates, five chief engineers, sixteen second engineers and two third engineers. There are 950 seamen on Israel ships as compared with 550 at the beginning of the year, of whom 834 are Jews, compared with 400 previously employed.

In the course of the year 1950 the provisional legislation for survey and registration of ships was completed. The international classification societies, Lloyd's of London and the American Bureau of Shipping of New York, issue certificates of loading capacity of Israel ships on behalf of the Israel Government.

When the contract with the foreign company which had the concession for lighthouses on the Israel coast came to an end, the Ministry set up an administration for the operation of lighthouses in Haifa, Acre and Tel Aviv-Jaffa. Previously they were operated only in Haifa.

## PORTS

Freight movement through Israel ports increased by 40% in 1950, reaching 1,350,000 tons of cargo and 4,000,000 cases of citrus (Haifa); 400,000 tons of cargo and 1,000,000 cases of citrus (Tel Aviv-Jaffa).

Additional berths were provided at the Haifa pier. The storage area was enlarged by 10,000 square metres. Part of

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the equipment ordered from the American Loan has arrived, and to the extent to which it was put into commission has improved the work in the Haifa and Tel Aviv-Jaffa ports, the latter having received some of the equipment thereby released from Haifa. Joint production boards of management and workers have been formed in Haifa in order to overcome the inefficiency in output which was still marked in the first half of 1951, largely owing to inexperienced stevedores and to workers taking on two shifts with an inevitable falling off in the second shift.

In March 1950, the workers in Haifa handled 163,762 tons as compared with 90,000 in March 1949, and the average daily tonnage handled in 1951 exceeded 6,000. A further increase is visualized, owing to the rising numbers of the population, and it is estimated that by the end of 1955 Israel ports will have to handle over 3,000,000 tons per annum.

The western pier is being extended to add three more berths and some 10,000 square metres for covered and uncovered storage space.

In Tel Aviv and Jaffa ports the daily average tonnage handled has gone up to 1,500 tons from 1,000 in 1949-50.

Shipping service charges were reduced by 20%, and stevedore and portage charges by 10%. A joint committee of the Ministries of Communications, Finance and the State Comptroller made an investigation of these services since there had been some complaints of inefficiency and high costs, and at the request of the Ministry, the three contracting companies, "Shahaf", "Omes" and "Soar", were amalgamated into one, under Government supervision.

*The Kishon Development Project* covers:

(a) Development of an area for industry of about 1,000 acres outside Haifa and construction of an auxiliary harbour for handling import and export cargo, directly in the case of smaller bottoms, or indirectly, by means of barges, using the Kishon river which is to be canalized for 3 kilometres in its last reach to the sea.

(b) Establishment of a free zone.

(c) Construction of a dry dock and of shipyards outside the enclosed Haifa Port area.

Ships unloading their cargo into barges will anchor by the new breakwater, and the goods will be carried by barges, via the main (Kishon) canal and lateral channels, to the warehouses and factories located along these canals, as well as to the

## COMMUNICATIONS

free zone, which will form an important part of the entire scheme.

The plans have been worked out by a Dutch company, the Netherlands Harbour Works, in consultation with a Jewish expert in the United Kingdom, Mr. M. Nahshon, who will continue to act as technical adviser during the implementation of the scheme.

The main canal is to be designed for barges and ships up to 2,000 tons displacement, depth  $6\frac{1}{2}$  metres, width 50 metres at the bottom and 82 metres between upper banks, its length to be 2,750 metres. The length of the lateral (secondary) canals has not been finally fixed; they will be dug gradually in accordance with the needs of the entire development.

The breakwater will protect the entrance to the canal as well as to the dry dock, and will be 600 metres long. It will begin east of the cooling basin of the P.E.C. (Palestine Electric Corporation) and will be  $9\frac{1}{2}$  metres deep at its western tip; it will provide spacious anchorage for a number of ships. A subsequent extension of the breakwater to a length of 1,600 metres and a depth of  $10\frac{1}{2}$  metres is planned.

The dry dock will be located within the sheltered area and will cover about 62 acres, mostly newly reclaimed ground along the shore between the "Shemen" factory and the P.E.C. cooling basin.

The main canal bisects an area not yet built up, and does not cross existing power-lines and railway tracks; it is capable of considerable extension, also in length eastward.

The Dutch contracting firm entrusted with the execution of the work will carry it out in co-operation with Solel Bone, Ltd. The Dutch firm has also arranged for a loan of 4,000,000 guilders for the necessary technical equipment from overseas.

Work began in May 1951 according to the terms of the contract, which stipulated that the digging of the main canal and part of the breakwater be completed within eighteen months--i.e., before the end of 1952. The breakwater will be built in two phases; the first, sheltering the canal entrance, to be completed by the end of 1952, the second, protecting the dry-dock area, at a later date.

Part of the technical equipment has already arrived in the country; of the remainder the bulk is on its way.

The work already contracted amounts to £1,140,000, and comprises the digging of the canal, the weir, a drawbridge across the Kishon river (i.e., main canal) and 600 metres length of breakwater. This amount does not include payments for lands requisitioned, lateral canals and the development of the

## THE NEW STATE OF ISRAEL

land. The P.W.D. will be responsible for supervision, and it has established a special office for this purpose in Haifa.

For the administration of the project the "Kishon Development Department" was set up by the Ministry of Communications at 82, Haatziaut Road, Haifa.

Steps are being taken for the establishment of the "Kishon Development Company", which will take over the management of the project, and will invite private investors and public bodies in Israel and abroad to invest in piers, warehouses, industrial construction, etc., in the zone, and also in equipment—e.g., barges, roads, electric rail transport, water supply, canals, sewerage, etc., for the entire area.

### CIVIL AVIATION DEPARTMENT

Lydda Airport serves fourteen regular air-lines, including El Al. To these are added chartered air-lines which bring immigrants, tourists and pilgrims. During 1949, 1,279 aircraft landed and took off as compared with 4,349 in 1947.

The electric installations and runway lighting have been improved, runways and hangars repaired and renovated, the wireless sending and receiving system and customs services improved, the airport restaurant and hotel re-opened, and public buildings and living quarters for workers constructed, including a recreation hall, cinema, consumers' co-operative and workers' restaurant.

*Haifa Airport* played an important role in the War of Liberation, until the occupation of Lydda by the Israel Army. Its activities became limited on the transfer of Lydda airport to the Communications Services, since the international air-lines use large four-engined planes which can land only at Lydda. Haifa's traffic will, however, increase with the development of internal air services.

*The Tel Aviv Airport* is also maintained by the Ministry and is being prepared for use by air services within the State.

*El Al.* On 31st July, 1949, Lydda-Paris trial flights were begun by the El Al Company. On 18th December, 1949, it introduced regular services between Lydda and Paris, Zürich, London and Rome, and on 15th February, 1950, inaugurated the Lydda-Athens-Istanbul line.

By the end of March approximately 5,000 passengers had been carried on El Al international routes. Air-cargo, air-mail and excess baggage amounted to more than 70 tons. The revenue until the end of March 1950 was £1,300,000. for seventy-nine flights.

On 9th February, 1950, El Al, by agreement with the Near



## COMMUNICATIONS

East Company, began the transportation of immigrants from Arab countries. In the first seven weeks 6,302 adults, 1,720 children and 457 infants were so carried. ..

On 27th February, the Lydda-Elath line was inaugurated by a subsidiary company, "Elatha", and during the first month 1,206 passengers and 173 tons of cargo were carried in fifty-two flights.

The "Chim Avir" Company provided a crop-spraying-and-dusting service.

El Al offers technical services and maintenance to the K.L.M. (Dutch), S.A.A. (Scandinavian), Swiss Air and Filipian Air-lines.

It engaged sixty men released from the Israel Air Force, trained twenty-four mechanics, bringing them up to Class 1, and twenty air-crew. It now has 285 employees, of whom eighty are foreign specialists. Among the latter there are sixteen Jews who intend to settle in Israel.

## METEOROLOGICAL SERVICE

On 1st August, 1949, the Air Force Meteorological Service was transferred to the Ministry. The Service prepares the weather forecasts, and is in constant touch, by radio, with the meteorological information services in other countries, approximately 1,500 services in the Eastern Hemisphere.

The central weather forecasting stations were opened in two separate locations, to meet the requirements of aviation and of the Army.

The station network was extended, in particular in Galilee, the Jerusalem corridor, the Negev and Wadi Araba. There are now thirty-nine meteorological stations functioning (twenty-seven in 1950); 270 rainfall stations (previously 160); and sixty-four for measuring dew (previously forty). Three hundred and six meteorological instruments were distributed at various points. Twelve rain-collectors were installed to study the climate in the uninhabited parts of the Negev, where nineteen complete meteorological stations were also set up.

The instruments laboratory was improved, apparatus is being adapted to the requirements of the various services and new apparatus made.

## POSTS, TELEGRAPH AND TELEPHONE

*Telegraph Department.* Steps were taken to ensure the participation of the State of Israel in the allocation of waves and frequencies for broadcasting and communication. Connections with the United States, France, Russia and Czecho-

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slovakia, which had been limited to only a few hours daily, were extended by the use of additional equipment. Now there is constant connection with the United States and France. Direct connections were made with Switzerland. The equipment of the Cable and Wireless Company was transferred to the Government, and direct telegraphic connection has been established with London.

The wireless telephone service to foreign countries was inaugurated for public use in March 1949, but at first limited to the United States and Canada. With the use of equipment since installed there is a direct telephone service with the United States, Canada, France and Switzerland, and via Switzerland with most of the countries of Europe.

Pending the installation of a large new transmitter, the "Voice of Israel" can be listened to on the short-wave station, which also serves the broadcasts of the World Zionist Organization.

In the early autumn of 1949, on one of the elevated points in the country, a coastal wireless station was installed for communication with ships at sea, which operates twenty-four hours daily.

Teleprinter services were renewed for internal telegraph service and for requirements of Government institutions and the Press. In addition to the telegraph lines, seven channel wireless telephone connections were made between Jerusalem and Tel Aviv. This was the only connection which did not break down during the heavy snowstorms last winter.

In accordance with international regulations, licences were issued for wireless apparatus on Israel ships and aircrafts, and Jewish wireless operators were trained and certified. Their engagement reduced the number of foreign employees.

*Telephone System.* A telephone circuit of eight pairs of wires and  $13\frac{1}{2}$  kilometres in length was completed between Tel Aviv and Rishpon, the wireless telephone and telegraph terminal for communication with other countries. An underground cable, 14 kilometres long, with 104 pairs, was laid between Tel Aviv and Rishon-le-Zion. The lines between Migdal Gad and Beer-sheba, and the telephone lines along the Ramle-Jerusalem and Lydda-Haifa railway and in the rest of the country were repaired. In Tel Aviv the installation of 1,000 additional lines is being completed and preparations are being made for laying another 1,000 lines. At the same time, cables of 800 pairs each are being laid in the city, at three central points. In Jaffa about 500 new telephone connections were added; in Jerusalem and Haifa work was begun on extending the system by an

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additional 3,700 lines, while cables of 800 pairs each are being laid in Jerusalem, between the Telephone Exchange and the Rehavia quarter. New exchanges were installed at Khalsa, Mishmar Haemek, Beisan, Tirat Hacarmel, Ramle, Ramatayim, Beit-Dagon, Ein Karem, Migdal-Gad, Beer Tuvia and Beersheba. The exchanges at Nathanya, Raanana, Ramat-Gan, Hadera, Nahariya, Acre, Zichron Yaakov and Pardess Hanna were extended by a total of another 500 lines.

Plans were prepared for the installation of three additional main exchanges, in north Tel Aviv, Abu Kabir and Ramat Gan.

The handling of military mail was transferred to the general post offices. Four new post offices were opened, and two agencies have been raised to the level of post offices. The additional Grade B postal agencies were opened (four hours a day) and twenty-nine more Grade C agencies (two hours a day). After 1st November the postal agencies began to handle telegrams as well. A wireless photo service was inaugurated between Israel and the United States; the postal parcels service was extended to all parts of the world, except Arab countries. Postal service has become independent of the local bus services, and all mail is transmitted by a network established by the postal authorities.

## CHAPTER FOURTEEN

### *The Press, Arts and Architecture*

THE Press is more stable in Israel than in most Oriental countries, and the newspapers that appear generally continue to be published and to increase in circulation.

*Maariv*, an evening paper, has already reached the comparatively large circulation of 40,000, in spite of having two rivals with nearly the same size editions.

No fewer than sixteen morning and three afternoon newspapers appear daily. Twelve of these are Hebrew language papers. The others appear in Arabic (1), English (1), French (1), German (2) and Hungarian (1).

Some sixty weekly and fortnightly journals, including illustrated, technical, community, and party papers in Hebrew and in eleven other languages, and some ninety monthlies and quarterlies, mostly technical, literary, religious, art and party magazines, mainly in Hebrew, are published in Israel.

## THE NEW STATE OF ISRAEL

The following are the daily newspapers with their party affiliations:

NAME	ESTABLISHED	AFFILIATION	LANGUAGE	DESCRIPTION AND CIRCULATION FIGURES (SUPPLIED BY THE NEWSPAPERS THEMSELVES)
<i>Haaretz</i>	1918	Independent	Hebrew	Morning—22,000— 25,000
<i>Davar</i>	1925	Histadruth	"	" 31,000
<i>Haboker</i>	1934	General Zionist	"	" 13,000— 14,500
<i>Hatzofeh</i>	1938	Mizrachi	"	" 6,500— 7,000
<i>Al Hamishmar</i>	1943	Mapam	"	" 16,500— 18,000
<i>Kol Ha'am</i>	1947	Communist	"	" 6,500— 8,000
<i>Heruth</i>	1948	Freedom Movement	"	" 8,000— 10,000
<i>Hakol</i>	1949	Agudath Israel Movement	"	" 1,000
<i>Hamodia</i>	1950	World Agudath Israel	"	" —
<i>Omer</i>	1951	Histadruth	"	" —
<i>Yediot Acharonot</i>	1939	Independent	"	Afternoon—32,000— 33,000
<i>Maariv</i>	1948	Independent	"	" 40,000
<i>Hador</i>	1949	Mapai	"	" 12,000
<i>El Yom</i>	1948	Independent	Arabic	Morning— 6,000
<i>Jerusalem Post</i> (formerly <i>Palestine Post</i> )	1932	Independent	English	" 24,000
<i>Yediot Hadashot</i>	1936	Independent	German	" 17,000— 26,000
<i>Yediot Hayom</i>	1936	Independent	"	" 10,000— 14,000

*Omer*, the latest daily to appear in Hebrew, has explanatory notes in foreign languages and is intended to help the new immigrants to understand modern Hebrew usage.

There are in all some twenty-three weeklies, three fortnightlies, thirty monthlies and five quarterlies published in Tel Aviv, two weeklies and one monthly published in Haifa and one monthly and three quarterlies published in Jerusalem.

Since the Second World War the emphasis in the newspapers has switched from foreign to local news and to reports from abroad bearing on Israel. Of the total of seventy-three periodicals, only three are devoted exclusively to sport, and they are all issued monthly. Five others specialize in childrens' interests.

## THE PRESS, ARTS AND ARCHITECTURE

Reuter's Agency has a representative and service office in Tel Aviv, and has regained the ground it lost for a time to the United Press of America. The Jewish Telegraphic Agency supplies foreign news of special Jewish interest, while the French News Agency is used fairly widely. Most newspapers retain specialists who monitor late radio news. A group of papers founded in 1950 a local news collecting agency called ITIM, and the Government Press Division, with headquarters in Tel Aviv and branches in Jerusalem and Haifa, and its Director-General attached to the Prime Minister's Office, supplies official reports. The main Government Press Office in Tel Aviv (in the former Ritz Hotel, at 111 Hayarkon Street) has a library, a news room, a research department and facilities, including a restaurant, for correspondents, local and foreign. Its Jerusalem branch is in the Generali Building and its Haifa office in the Government Building.

The Israel journalists' union is affiliated to the International Organization of Journalists, and has a Press Club at 27 Rothschild Boulevard, Tel Aviv. The Union includes all Israel members of the profession in the country, and it holds a conference, with guest speakers from abroad, as well as from Israel, annually.

### BOOK PUBLISHING

Modern printing in Jewish Palestine dates from 1831, when the first printing-house was set up in Safed, later to be moved to Jerusalem. At first printing was mostly confined to religious books, but after 1860 books on other subjects began to appear. Hebrew newspapers had begun publishing before the First World War, and following the Russian revolution and after the war, literary men, including the Poet Bialik, and some printing-houses moved from Russia, from Germany and elsewhere in Central Europe to Palestine, so that secular publishing in Palestine became general.

During 1950, 910 books were published in Hebrew, of which 717 were original manuscripts and 193 were translations.

The Publishers' Association represents twenty-eight publishing houses, including both public and private publishers.

The Israel Authors' and Composers' Association has its headquarters at 58 Nahami Street, Tel Aviv.

An annual authors' conference is held usually, in Tel Aviv during Passover. There are several other authors' associations, of which the most prominent are the Hebrew Authors' Association and a group connected with the Workers' Library. About a thousand books are printed in Israel annually.

## THE NEW STATE OF ISRAEL

The Prime Minister usually holds an annual conference of writers and cultural leaders, and in 1950 formed a Cultural Council of teachers, authors, scholars and artists with the object of aiding the Government in its effort to absorb the mass immigration educationally and culturally and to provide a Hebrew education in the Hebrew Army. The Secretariat of this Council, led by Professor M. Buber, Professor B. Z. Dinaburg and the poet D. Shimoni, has drawn up a number of projects which are being implemented through the Department of Adult Education of the Hebrew University.

### THE ARTS

Music, the theatre and painting, in that order, hold the lead over the other arts in Israel. The first orchestra was established in 1922 by M. Hopenko, who had directed the first conservatoire of music in Tel Aviv from 1909. There are at present eight orchestras, of which the chief is the Israel Philharmonic, founded in 1936 by Bronislav Huberman. It has ninety-four players, but no permanent conductor and no worthy concert-hall. The strings are rather stronger in their performance than the wind instrumentalists. The programmes include much classical music and the works of Jewish composers such as Mahler, Bloch, Coupland, Leonard Bernstein, Orgad, Jacobi, Ben Hayim, Partosch, Gruenthal, Sternberg and others. The orchestra's inaugural concerts were conducted by Toscanini as a guest conductor in 1936 and 1938. The orchestra was on tour in the United States in 1950. In 1950 the number of concerts given was 189. These include repetitions, each subscription season including ten or eleven concerts, most of which have to be repeated five or six times owing to the smallness of the halls. The season begins in October and ends in early April. The summer performances are given in the open-air amphitheatre at Ramat Gan, near Tel Aviv.

The other orchestras are the Kol Israel, two Chamber-music Orchestras, the Israel Defence Army Orchestra and three orchestras in agricultural settlements. In addition, there are a number of permanent chamber-music combinations which give regular performances. A musical festival is held annually during the Passover at the settlement of Ein Gecv, on the eastern shores of the Sea of Galilee. Recitals by visiting soloists are a constant feature of musical life in Israel.

The most important of the eighteen schools are the two Jerusalem Conservatoires, one with its branch at Tel Aviv, and there are numerous private teachers. There is an institute for Music among the People and an association of Artistical

## THE PRESS, ARTS AND ARCHITECTURE

Music Teachers. The Ministry of Education and Culture has a Department of Music under Frank Pelleg, himself a distinguished instrumentalist, and there is a Music Department in the Cultural Centre of the General Federation of Jewish Labour.

Recording of Oriental and East European music has been undertaken by the Ministry with a view to preserving the traditional music of the Oriental and East European Jews before it becomes forgotten or affected by the Western music at present predominant in Israel.

The special musical ability of the people of Israel as a whole, transplanted with them to the eastern Mediterranean and there subjected to the influence of a new way of life and to the arrival of non-Western communities with their own traditional music, may tend to produce in time a new school of music complementary to the fusion of the cultures of the inhabitants.

Folk choirs are already numerous, led by professional as well as amateur conductors, for whom special courses are held from time to time. The organization of these choirs is chiefly in the hands of the Cultural Centre of the General Federation of Jewish Labour, and of the Army authorities, in the case of personnel of the Defence Services.

After an initial venture in 1923 and intermittent later attempts, the Hebrew National Opera was founded in 1948 by Edis Philippe, a singer from the United States, and by M. Golmkin, who had sponsored the earlier efforts.

The theatre is remarkably lively in Israel. Five permanent theatrical companies are supplemented from time to time by other ventures, and in particular by troupes of ex-soldiers. The best-known establishments are the following:

(a) Habimah. A dramatic company was founded in Russia in 1918 and transferred to Israel in 1925. In Moscow it received the encouragement of Stanislavsky, founder of the Moscow Arts Theatre, and was directed by Vactangoff. In eighteen years of playing in Israel, Habimah has produced over eighty pieces, both translations into Hebrew from the classics, including five plays by Shakespeare, and original Hebrew plays. It is organized on co-operative lines, having twenty-five actor-members, eighteen young actors and fifty employees. It sent a company on tour in the United States in 1948.

(b) Ohel. A dramatic company was founded in 1925 by Moshe Halevy, who came from Moscow, as a co-operative theatre associated with the General Federation of Jewish Labour, having twenty-five actor-members and a staff of fifty. The word Qhel means "tent", and the company was founded

## THE NEW STATE OF ISRAEL

at the time when large numbers of pioneer immigrants were living in tents. The programme of plays has been particularly varied, ranging from Hebrew original plays to Shakespeare and Molière, Gay and J. B. Priestley. Although primarily a workers' theatre sponsored by the General Federation of Jewish Labour, it draws its audiences from all walks of life and ages. The theatre sent a company of its actors to perform in Europe in 1950.

(c) Chamber Theatre. A dramatic company was founded in 1945 as a co-operative theatre by twenty actor-members employing a staff of forty. The members were young actors and actresses mostly born in Israel, speaking a racy Hebrew free from foreign accent. The theatre concentrates on modern plays. Translations from American modern plays have been rendered in modern Israel idiom. The Chamber Theatre the youngest and freshest of the local theatrical companies and most of its audience is drawn from the native-born.

(d) Matateh. A co-operative theatre, specializing in satirical musical revue on current political and social problems, was founded in 1930 under the direction of I. M. Daniel, a producer at the Theatre Royal in Bucharest and in Sofia. Its entertainment generally consists of a number of loosely connected single pieces. The producer, Yitzhak Nosiak, has generally written the text himself. Some of the songs given have become extremely popular in Israel.

(e) Li-la-lo. A co-operative company founded in 1944, directed by Z. Vardon, presenting musical revue and satire, has thirty actor-members and thirty-five employees. N. Alterman has written the text and Moshe Wileuski the music of most of the songs.

Various army troupes and ex-soldier companies give vivacious performances, but have not so far reached the standard of permanent companies of the first order.

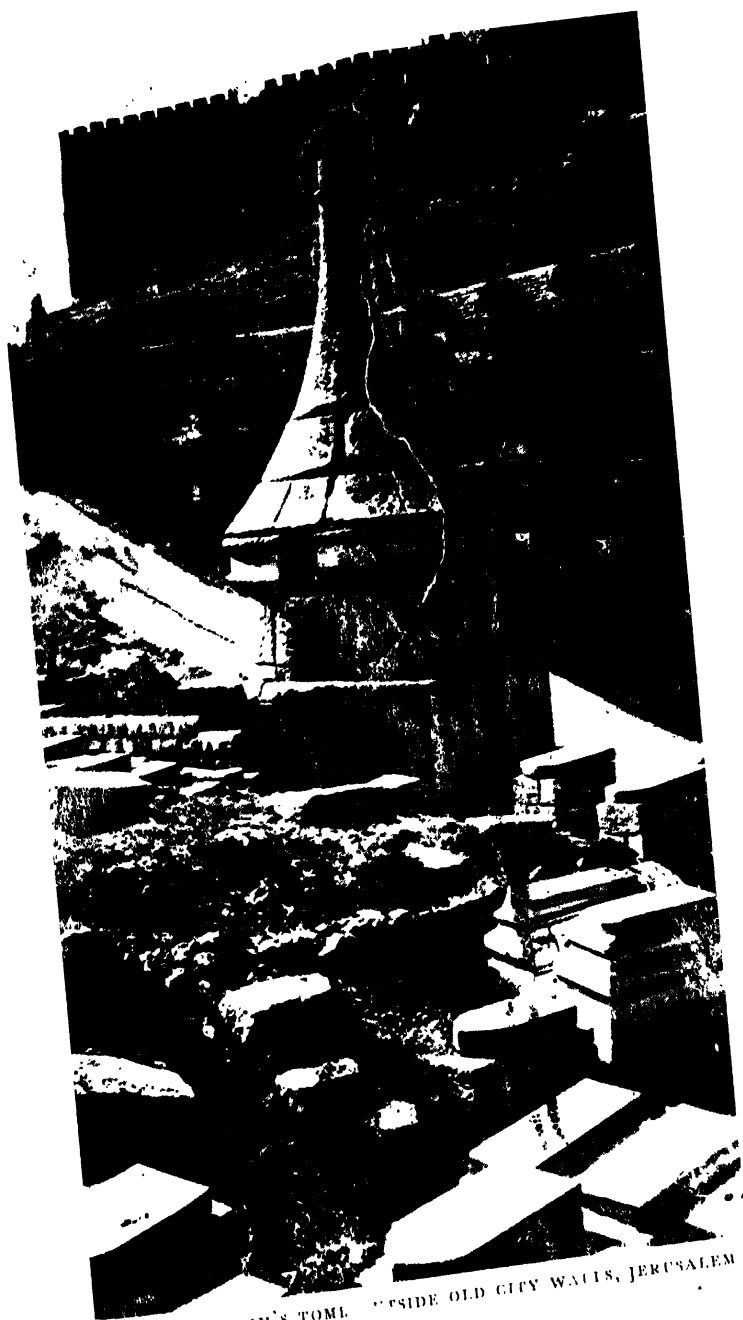
A fully established National School for Young Actors is not yet in being. Habima had its own school and is training young actors.

## PAINTING

Painting is widely practised in Israel, and exhibitions by artists seldom fail to rouse interest and sometimes draw such large numbers of visitors that the doors of the gallery have for a time to be closed. Nearly every communal and co-operative agricultural settlement has an artist or a group of artists working for the benefit of the community.

The most notable urban art centre is the Bezalel Museum and





XXIII ABSALOM'S TOMB OUTSIDE OLD CITY WALLS, JERUSALEM



XXIV THE Y.M.C.A. BUILDING, JERUSALEM

## THE PRESS, ARTS AND ARCHITECTURE

School in Jerusalem, founded in 1906 by the late Professor Boris Schatz. At first the museum collected on the widest basis and the art school concentrated on applied art and craftsmanship rather than on pure art. In 1917 the museum was transferred to the ownership of the Zionist Executive, and in 1925 it became the Central Museum of the Jewish people. It was again re-organized more recently, one section is the Department of Jewish Artists, another being devoted to General Art, which is lamentably short of good pictures, and others to Modern Palestinian Artists and to an Art Library. Art Exhibitions in the Museum, and loan and travelling exhibitions to outside bodies, including agricultural settlements and the Army, are arranged by the Museum authorities.

While there is a strongly marked tendency to "Judaism" in Israel art, with the use of such objects as ceremonial candelabra, bath-rubbing spice-boxes, the volutes on the Scrolls of the Law or design, there is also a constant renewing of inspiration from Europe.

A group of Israel artists early broke away from the leading strings of the Bezalel School, and more recently there has been a break within their group, the Association of Painters and Sculptors of Israel, to which nearly all Israel artists belonged. The new group, with about forty members, has formed an independent unit called the "New Horizons" group.

Speed and urgency, exceptional warmth of colour, with a tendency in some cases to sacrifice tone and drawing in pursuit of the ultra-modern abstract are the general characteristics of the painting of the period.

The public interest is stimulating, and purchases by individuals and purchases and loans by public bodies are on the whole adequate.

In Tel Aviv the leading galleries, apart from the Museum, are the Mikra Studio in Allenby Street and the Katz Art Gallery.

In Jerusalem, apart from the Bezalel Museum, there is the Artists House, a centre and gallery next to the King David Hotel.

In summer a group of artists resorts to Safed in the mountains west of Lake Galilee.

## FILMS AND CINEMA

In Tel Aviv there are eight cinema theatres, with a total of 6,000 seats, many rather poorly arranged and decorated. Two large new cinemas are planned. The most elegant cinema at present, the *Har*, has only 700 seats.

## THE NEW STATE OF ISRAEL

In Jerusalem there are six film theatres, and in Haifa eight. Elsewhere there are eighty-nine cinema halls, making a total of 111 in all. Film shows are also given in agricultural settlements. The following are the countries of origin of the films imported during 1950.

	35 M.M.		16 M.M.	
	FEATURE	SHORT	FEATURE	SHORT
U.S.A.	191	166	82	80
U.S.S.R.	6	31	—	4
France	6	—	—	4
U.K.	4	1	—	4
Italy	3	—	—	—
Hungary	3	—	—	—
Czechoslovakia	2	—	—	—

Films are dubbed in Hebrew and French, or sometimes Hebrew and Arabic. None has a Hebrew sound-track, although when not dubbed there is sometimes a Hebrew sub-screen.

A few Hebrew documentaries have been made, mostly to the order of institutions like the Defence Forces and Hadassah, or the Zionist Women's Organization in America.

There is a small studio in Herzlia, on the coast north of Tel Aviv, and two firms are producing Hebrew news films, one in Hebrew, the other with foreign news items added.

## RADIO

The Israel State Broadcasting Station, the "Voice of Israel" (Kol Israel), is on the air for fifteen hours daily, mostly from its Jerusalem studio. Parts of the programme are broadcast from the Tel Aviv studio. There are five regular daily news services in Hebrew, three regular daily news services in Arabic, two regular daily news services in English and one regular daily service in French. One and a half hours per day are devoted to Arabic programmes. There is a daily programme for new immigrants in Yiddish, Ladino, French, and three times weekly a programme in Rumanian and Hungarian, with one twice weekly in Turkish and in Persian. There is a daily broadcast in English, French and Yiddish under the name of Kol Zion La-Golah (the Voice of Zion to the Dispersed) under the auspices of the Jewish Agency and the Jewish National Fund, directed mainly at the countries of Europe and the Near East. The musical part of these broadcasts is almost entirely devoted to Jewish or Israel music under the direction of Mark Lavry.

The Israel Defence Army's "Galei Tzahal" programme for

## THE PRESS, ARTS AND ARCHITECTURE

members of the Israel armed forces is on the air for three and a half hours daily.

### DANCING

There are a number of folk-dancing and ballet schools in Israel. Dance festivals were held at Kibbutz Dahlia in the Ephraim Hills in 1944 and 1947.

In Tel Aviv there is the school of Gertrud Kraus, who has a studio at 24 Frug Street and about twenty permanent pupils, mostly girls. It is desired by this school to set up a permanent theatrical ballet group, and a beginning has been made.

The school of Mia Arbatrova, at the junction of Reines Street and Keren Kayomet Street, Tel Aviv, has about the same number of pupils, but a greater proportion of male dancers. Teaching inclines to the Russian style. In Jerusalem Rina Nikova tends to instruct her pupils mostly in classic Jewish dances, to the accompaniment of flute and drum.

Large companies of modern ballet-dancers of the kind popular in Europe and America have not yet come into being, but in the spring of 1951 one small, visiting Negro-American troupe, led by Talley Beatty, was enthusiastically welcomed. The party gave twenty-five performances and the leader has since returned to Israel to promote Israel ballet-dancing.

### ARCHITECTURE

Architecture in Israel reflects the complex growth and nature of the State. The majority of the early settlers, until the thirties of the twentieth century, had come from Czarist Russia and Poland. After 1932 came an influx from Germany, and since 1948 the new arrivals have been mainly from the Orient and North Africa.

From 1870 to 1917 the settlers tended to imitate in Israel the type of building to which they had become accustomed in exile, without paying much attention to the entirely different climatic conditions or studying the local building tradition which had little changed since the fourteenth century. In consequence, the earliest settlements and the oldest quarters of Tel Aviv, founded in 1909 on the sand-dunes along the coast north of Jaffa, looked very much like the Jewish townlets of Russia and north-western Europe.

After the Balfour Declaration a larger number of professional men, including architects, began to make their way to Palestine from Europe. Modern building technique and concrete structure became common usage. In the agricultural settlements and at Tel Aviv small dwellings in numbers were

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required, and the sandy soil of Tel Aviv in any case forbade high buildings. Small concrete blocks of flats, in a style influenced by Germany, therefore became usual in the city, and small, box-like, inexpensive one-room dwellings, suited to a married couple or for, say, three young people, were general in the settlements. The traditional narrow windows, flat roofs and thick walls, the large, draught-producing rooms and corridors with indoor fountains, of the Arab East, were quite abandoned, partly through necessity and a need for economy, and perhaps from an innate desire to build differently to the Muslim inhabitants.

The effects of the prevailing wind and of the heat of the morning and midday sun have, however, enforced attention. Wherever possible houses now look north or south, with the smallest possible surface exposed to the eastern morning or western evening sun. Air-conditioning is so far found prohibitively expensive for private dwellings and, broadly speaking, the first and almost only consideration in Israel building of private dwellings has been the immediacy of giving shelter to newly arrived workers, whether urban or agricultural, most of whom are at their work nearly all the daylight hours.

Some few exceptions prove the rule. Here and there public buildings in some former style, or an adaptation of one, were tried, mostly in the Mandatory Government period. Among them are the former Government House, the splendid Y.M.C.A. and the King David Hotel in Jerusalem; but in Jerusalem a British Governor had dictated a continuance of building in stone, or at least stone-facing, to the great improvement in appearance of the present New City.

Otherwise in factories and in towns, as well as in the settlements, a bald, western functionalism in concrete has been the essence of Israel architecture and a national style has yet to come.

In the field of large projects, by far the most important architecturally is the Government centre or Kirya to be built on a long, sloping ridge on the outskirts of New Jerusalem. The site is admirable. On the upper summit of the ridge a Congressional Hall is already being built. At the foot is a natural amphitheatre, which has been temporarily adapted for open-air ceremonial and assembly use. Between them are to be the Ministries. Competition designs are to be considered, and when money is available, by making use of stone from the quarries near Jerusalem, it should be possible to construct a magnificent capitol.

New private dwellings of pleasing style and several rooms, set

## THE PRESS, ARTS AND ARCHITECTURE

in planned gardens, are at present hardly considered. Almost the only existing examples are the private houses of the President and Mrs. Weizmann at Rehovoth and of Mr. and Mrs. Sieff at Tel Mond, both built in the thirties.

There has been little opportunity for ceremonial architecture so far, but competitive designs have been called for in the case of the Theodor Herzl tomb and Memorial Hill outside Jerusalem.

While three areas have been reserved as national parks, any large-scale landscape gardening, of the kind developed in England is untried. The countryside and the climate, which brings on the growth of trees very quickly, will lend themselves most remarkably well to such work as soon as funds are available.

An Italian specialist in hotel designs and surroundings has been commissioned to advise and submit designs for the projected hotel and tourist centre and its surroundings at Acre, the ancient fortress city by the sea at the northern promontory of the Haifa Bay. The intention is to follow there the lines successfully adopted by the Italians on the Island of Rhodes.

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## GLOSSARY

*Agudath Israel* : Independent Orthodox Party.

*Al Hamishmar* : Newspaper of Mapam Party.

*Aliyah* : A wave of immigration. Six waves of Jewish immigration to Palestine are usually recognized:

- (a) First Aliyah. 1882-1903, especially from **Russia**.
- (b) Second Aliyah. 1904-1905, especially from **Russia** and Eastern Europe.
- (c) Third Aliyah. 1925-1929, mainly Jews from **Central** and Eastern Europe.
- (d) Fourth Aliyah. 1933-1936, mainly from **Germany**.
- (e) Fifth Aliyah. 1939 onwards, mainly from **Germany** and Central Europe.
- (f) The Oriental Aliyah from the Yemen, Iraq and Persia, 1950-51.

*Ashkenazi* : German.

Generally used to refer to Jews from Northern, Central and Eastern Europe who for the most part speak Yiddish.

*Davar* : Newspaper controlled by Histadruth.

*Diaspora* : Dispersion.

Name given to Jews throughout the world outside Israel.

*Dunam* : Land measurement unit.

One dunam equals 1,000 square metres, four dunams equal 1 acre or 1,778 sq. ft.

*Emek* : Valley.

Generally applied to that of Jezreel.

*Eretz Israel* : Land of Israel.

*Haaretz* : An independent daily newspaper.

*Haboker* : Newspaper of General Zionist Party.

*Hadassah* : Women's Zionist Organization in the United States responsible for Hadassah Hospitals and Health Institutes in Israel.

*Hador* : Newspaper of Mapai Party.

*Haganah* : Defence Force.

*Halutzim* : Pioneers.

*Hanetiva* : Newspaper of Mizrahi Workers' Federation.

*Hapoel* : The Worker-Histadruth Sports Organization.

*Hashomer* : Forerunner of the Haganah.

## GLOSSARY

**Hashomer Hatzair** : Socialist Zionist Youth Movement. In settlements are known as Hakibbutz Haartzi.

**Hatikvah** : The Hope. A Zionist song adopted as the National Anthem.

**Heruth** : Freedom Party.

**Histadruth** : Organization—Short for the powerful General Federation of Labour in Israel.

**Ittihad** (Arabic) : Newspaper of Israel Communist Party.

**Kashrut** (n.) : Ritually prepared Jewish food.

**Keren** : Fund.

**Keren Hayesod** : Palestine Foundation Fund, Financial instrument of Zionist Organization at Jewish Agency.

**Keren Kayemeth LeIsrael** : Jewish National Fund. Land Fund of the Zionist Organization.

**Kfar** : Village.

**Kibbutz** (plural **Kibbutzim**) : Agricultural community based on common ownership of property and the pooling of labour.

**Kirya** : Originally walled village, thence sometimes suburb. It is now used for a settlement centre and for the seat of Government or Capitol.

**Knesseth** : Israel parliament.

**Kol Ha'am** : Newspaper of Israel Communist Party.

**Kosher** (adj.) : Ritually prepared.

**Kupat Holim** : Sick people's chest. A financial organization for helping sick workers, maintained by Histadruth.

**Ladino** : The old Spanish language in Hebrew letters taken by the Jews from Spain in 1492 and still used by Sephardi Jews.

**Maabarah** (plural **Maabaroth**) : Transit or work village.

**Maccabi** : A Zionist organization for the encouragement of sport.

**Midrashim** : Commentaries on religious subjects.

**Mishnah** : Early scriptures, but see the English dictionaries.

**Moshav** : A form of settlement, see Chapter Twelve on Agriculture.

**Moshav Ovdim** : Small-holders' co-operative village.

**Moshava** : A village on ordinary "capitalist" lines.

**Palmach** : Abbreviation for Plugot Machatz. Used to refer to the former spearhead organization of the Jewish army.

**Reshumoth** : Official Gazette.

**Sabra** : Kind of edible cactus. Nickname given to Palestinian or Israel-born Jews.

## GLOSSARY

*Sephardi* : Those descended from Jews driven out of Spain in 1492.

*Sha'arim* : Newspaper of Agudath Israel Workers Party.

*Shabbat* : The Sabbath, lasting from the appearance of the first three stars on Friday night until the same moment on Saturday night.

*Shalom* : Peace. Commonly used as a term of greeting and farewell.

*Shikhun* : Housing company of Histadruth.

*Solel Boneh* : Construction company of Histadruth.

*Talmud* : Legal commentaries on the scriptures, but see the English dictionaries.

*Ta'nach* : The Torah (The Law), Neviim (The Prophets), Ketuvim (The Commentaries).

*Tnuva* : Produce. Producer's Co-operative Society and Marketing Board for Agricultural Produce from Jewish villages, having distribution centres and restaurants in towns.

*Torah* : The Law. The Pentateuch or first five books of the Bible.

*W.I.Z.O.* : Women's International Zionist Organization. Undertakes social services in Israel.

*Tishuv* : The Jewish community in Palestine.

*Yeshivoth* : Talmudic institutes of learning.

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